DOCUMENT RESUME

ED 269 840 EA 018 322

AUTHOR Anglin, Leo W., Ed.; Patton, William E., Ed.
TITLE Stating the Case: 6 Approaches to the Election of Community Councils.
INSTITUTION Minnesota Univ., Minneapolis.
SPONS AGENCY Office of Education (DHEW), Washington, D.C.
PUB DATE 79
CONTRACT 300-7803-29
NOTE 107p.; A product of the Midwest Teacher Corps Network.
AVAILABLE FROM Publication Sales, Midwest Teacher Corps Network, 201 Pattee Hall, 150 Pillsbury Drive, S.E., Minneapolis, MN 55455.
PUB TYPE Guides - Non-Classroom Use (055) -- Books (010) -- Collected Works - General (020)

EDRS PRICE MF01/PC05 Plus Postage.
DESCRIPTORS Citizen Participation; *Citizens Councils; College School Cooperation; *Elections; Elementary Secondary Education; *Planning; Voting
IDENTIFIERS Teacher Corps; United States (Midwest)

ABSTRACT

To help educators and community members design and conduct community council elections, this book describes six successful election projects conducted in midwestern communities in response to federal Teacher Corps regulations. The projects exhibit a variety of approaches and were conducted in varied settings with limited resources. The first chapter reviews the development of community councils, their role in formalizing community involvement in decision-making, and the federal regulations mandating the inclusion of elected community councils in Teacher Corps projects. Chapters 2 through 7 present case studies of six projects, all of which involved collaboration among local districts, nearby institutions of higher education, and local community representatives. The school districts and their cooperating institutions were Akron, Ohio, and Kent State University; Berlin, Wisconsin, and the University of Wisconsin at Oshkosh; Farmington, Michigan, and Oakland University; Lorain, Ohio, and Ashland College; South-Western City School District, Ohio, and Youngstown State University. The final chapter reviews the six projects to find and describe patterns and to establish the lessons learned. Constructive guidelines are proposed. Among the topics considered are the diversity of populations, planning needs, recruiting and nominating procedures, voting, selection of officers, publicity, and costs. (PGD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED269840

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

EA 018 322

6 Approaches to the Election of Community Councils

This publication was prepared pursuant to contract No. 300-7803-29 from the United States Office of Education, Department of Health, Education, and Welfare. The opinions expressed herein should not necessarily be construed as representing the opinions, position or policy of the United States Office of Education, and no official endorsement by the United States Office of Education should be inferred.

Published by the Midwest Teacher Corps Network; University of Minnesota Press. Minneapolis, Minnesota, 1979

Additional copies of this publication may be obtained by writing to:

Midwest Teacher Corps Network
201 Pattee Hall
150 Pillsbury Dr., S.E.
Minneapolis, Minnesota 55455

6 Stating the Case: Approaches to the Election of Community Councils

Edited by
Leo W. Anglin
William E. Patton

University of Minnesota
Midwest Teacher Corps Network

CONTRIBUTING AUTHORS

Leo W. Anglin, Assistant Professor and Director of Teacher Corps Project, Kent State University

John F. Brown, Executive Secretary, Midwest Teacher Corps Network, University of Minnesota

Michael Cox, Team Leader/School Coordinator, Akron Public Schools, Teacher Corps Project, Kent State University

James H. Finkelstein, Research Associate, Documentor, Teacher Corps Project, Ohio State University

Evelyn B. Freeman, Assistant Professor and Director of Teacher Corps Project, Ohio State University

Richard R. Hammes, Professor and Director of Teacher Corps Project, University of Wisconsin-Oshkosh

Linda Lentz, Assistant Professor and Documentor/Evaluator of Teacher Corps Project, Oakland University

Jacqueline Lougheed, Associate Professor and Director of Teacher Corps Project, Oakland University

William Moskal, Visiting Assistant Professor and Program Development Specialist of Teacher Corps Project, Oakland University

Patricia Mravetz, Assistant Professor and Program Development Specialist/Documentor, Teacher Corps Project, Ashland College

Rita W. Myers, Graduate Assistant, Teacher Corps Project, Kent State University

William E. Patton, Assistant Professor and Evaluator/Documentor, Teacher Corps Project, Kent State University

Lee T. Peterson, Director of Teacher Corps Project, Youngstown State University

Ruth Ann Plate, On-Site Inservice Coordinator, Lorain City Schools, Teacher Corps Project, Ashland College

Howard W. Pullman, Assistant Director and Evaluator, Teacher Corps Project, Youngstown State University

Jacqueline F. Rowser, Graduate Assistant, Teacher Corps Project, Kent State University

Richard Ruiter, Site Coordinator, Farmington Public Schools, Teacher Corps Project, Oakland University

Charles Sanchez, Community Council Coordinator, Lorain City Schools, Teacher Corps Project, Ashland College

William Wenzel, Assistant Professor and Associate Director of Teacher Corps Project, University of Wisconsin-Oshkosh

TABLE OF CONTENTS

Acknowledgements vi

Preface vii

CHAPTER 1

Community Participation in School-Based Activities: Past and Present 1

CHAPTER 2

Cooperative Planning Through Triangulation: The Akron/Kent State University Case Study 15

CHAPTER 3

A Productive Partnership for Change: The Berlin/ University of Wisconsin-Oshkosh Case Study 30

CHAPTER 4

Meaningful Collaboration on Behalf of Troubled Youth: The Farmington/Oakland University Youth Advocacy Program '78 Case Study 41

CHAPTER 5

A Joint Effort in Improving Learning Opportunities: The Lorain/Ashland College Case Study 57

CHAPTER 6

Education as a Community Responsibility: South-Western City Schools Ohio State University Case Study 69

CHAPTER 7

Enhancing Cultural Diversity: The Youngstown/ Youngstown State University Case Study 81

CHAPTER 8

Analysis and Summary of Six Community Council Elections: Lessons Learned 95

Board of Directors

ACKNOWLEDGEMENTS

This publication grew out of a need to share the many lessons learned during the process of organizing and conducting community council elections. The editors are deeply indebted to the many individuals who assisted in this effort. The Board of Directors of the Midwest Teacher Corps Network endorsed and encouraged this project from its inception. The editorial committee, consisting of John Brown, Executive Secretary of the Midwest Network; Barbara Vance, Director of the Midwestern Center for Recruitment and Community Technical Resources; William Phillips, Ohio State Department of Education; and Jacqueline Lougheed, Director of the Oakland University Teacher Corps Project, provided valuable editorial assistance and support.

To John Burton and Judy McKibben grateful thanks are extended for their assistance in the preparation of the manuscript. We are also indebted to Lori Barber and Karen Archibald who typed the many revisions of the manuscript. Finally, this document could not have been completed without the editorial assistance provided by Joyce Anglin. Her work in providing technical expertise has been indispensible throughout the project.

PREFACE

This publication is intended to assist educators and community members in designing and conducting community council elections. Those who have contributed to this book are practioners who were responsible for organizing community council elections in conjunction with local Teacher Corps projects. Teacher Corps is a federally funded program that requires community members, university personnel, and local school officials to collaborate in the design of educational programs to strengthen educational opportunities for children from low-income families. Although community involvement has long been part of the Teacher Corps program, this was Teacher Corps' first attempt at holding elections to select community council members. By mandating the use of an elected community council, the Eighty-First Congress placed the community component at a level of parity with the school and university components.

As initial plans were made for electing the community councils, there was much apprehension among the Teacher Corps staff members, most of whom had never tried to organize such an election. Many questions were raised concerning appropriate procedures, problems that might be encountered, and resources needed to carry out the elections. To address these needs, Teacher Corps provided a variety of resources through the Recruitment and Community Technical Resource Centers (RCTRC's) and the regional Teacher Corps Networks. The actual planning and implementation of the local elections, however, was the responsibility of those involved in each of the projects. The accounts in this publication describe the multi-dimensional approaches that were successfully employed by six projects located in a variety of midwestern communities.

The accounts presented herein are significant from several points of view. First, they present a variety of ideas and suggestions regarding the total election process. Second, they demonstrate that community council elections can be successfully completed in a variety of settings and with limited resources. Finally, and perhaps most importantly, they indicate a willingness on the part of community members to become involved in the educational process. Schools do indeed belong to the people, and elected community councils strengthen the voice of the people in the governance of their schools.

John F. Brown
Executive Secretary
Midwest Teacher Corps Network

CHAPTER

1

COMMUNITY PARTICIPATION IN SCHOOL-BASED ACTIVITIES: PAST AND PRESENT

Leo W. Anglin
Rita W. Myers

Educational decision making from the perspective of the community has traditionally belonged to a local school board. This chapter reviews the development of community councils as a second source of community input into decision making at the local district level. The formation and institutionalization of community councils have provided another avenue for citizen participation in the operation of local schools. Different views on the nature of this participation are presented.

The writers of this chapter focus on the role of community councils in achieving real collaboration between citizens and school personnel in school governance. The dialogue that develops as a result of collaboration provides a new setting for resolving local educational issues. The membership on a council should reflect the diverse elements of the community to assure that a representative set of viewpoints is presented. The chapter is concluded with a discussion of the federal legislation and regulations which provided the impetus for including elected community councils in Teacher Corps projects.

Citizen participation, the distinguishing mark of American education since its inception, has enjoyed renewed enthusiasm and attention in the 1970's. If current trends continue, community participation in school-based activities will expand throughout the 1980's. In a recent study sponsored by the Charles Stewart Mott Foundation, Stanton, Whittaker, and Zerchykov (n.d.) reported that by the late 1970's there were literally tens of thousands of school-related councils in operation with more than a million citizen participants (p. 1). Despite this rapidly increasing participation, however, Stanton, Whittaker, and Zerchykov state that "school councils are not now, by and large, effective vehicles for citizens to affect educational policymaking. They do have, however, considerable unrealized potential for productively sharing power and developing partnerships between citizens and educators" (p. 1). As an introduction to the six case study chapters which outline the various processes used to elect community councils, this chapter will focus on the purposes, functions, and historical origins of community councils on the American educational scene.

The Emergence of Community Councils

The "voice of the people" has traditionally been incorporated into the educational decision-making process through local boards of education. These boards, either elected or appointed, have evolved from eighteenth century New England school boards through which the townspeople assumed complete responsibility for establishing, administering, and financing the local schools. Members of these early boards of education were usually prominent citizens in the community: wealthy businessmen, land owners, and members of the clergy. Their extensive powers included certifying teachers, providing instructional guidelines, setting salaries, and developing strict codes of ethics to which classroom teachers were forced to adhere. Since the local boards of education were responsible for hiring and certifying teachers, they also assumed responsibility for evaluating the effectiveness of classroom teachers. Certainly the most difficult task of the local boards of education was the assessment of local land owners for the property taxes which were needed to support the schools. Since most of the board members were themselves land owners, taxes usually remained relatively low.

Local school boards retained these broad powers until the beginning of the twentieth century when the Industrial Revolution signaled a turning point for citizen involvement in the schools. With masses of immigrants pouring into the United States, the schools were perceived as the logical vehicle for transforming these people into a productive labor force able to read, write, and speak English. In addition to this "Americanizing" function, the schools were seen as a means of eradicating a variety of social ills and injustices that plagued American society. School board members were most commonly representatives of business and industry who were attuned to approaching problems in terms of production efficiency (i.e., producing materials as quickly and inexpensively as possible). It is not surprising, therefore, that schools began to reflect this type of thinking,

growing into specialized, bureaucratic organizations in which teachers were seen as workers and students as raw material to be shaped into a finished (i.e., educated) product. To further the cause of efficiency, school boards hired full-time educators (principals, superintendents, and business managers) to oversee the daily operations of the school, thus delegating much of their own authority to these professional educators.

At present it is generally assumed that school boards still provide community representation in the formulation of educational policies. In reality, most school districts have grown so large and complex that school board participation is usually limited to general policy-making and large-scale fiscal matters. Tasks such as the development of educational programs and instructional strategies, as well as the hiring of educational personnel, have generally been assumed by professional educators.

There are many people who are critical of the role school boards currently play in terms of community representation. Such critics see school boards as taking only a peripheral role in the governance of the schools, and what representation they do provide is geared toward a narrow, middle-class perception of the educational process. In recent years representatives of low-income communities and minority groups have become increasingly more vocal in expressing their concern regarding their lack of participation in the formulation of educational programs. Citizens throughout the country are expressing growing concern about their feelings of alienation in regard to the schools and their sense of resentment toward educators who exhibit no interest in the beliefs and concerns of the community.

The recognition of such feelings has in many cases led to the development of a community council, *a formal group consisting of residents (both parents and non-parents) of a community which functions under the aegis of the local board of education.* Community councils make it possible for residents of a community to work with educational agencies in planning and implementing programs. Ideally the relationship of the community council and school personnel would be one of parity. As Don Davies, former Deputy Commissioner of Education, insists, "people affected by decisions of institutions and governmental agencies should have a voice in making these decisions" (1976, p. 145).

Community councils began to gain acceptance early in this century, at roughly the same time school districts began to significantly expand in size. Stanton, Whittaker, and Zerchykov identify the first community council as one which was established in Berkeley, California, in 1919. Councils have come and gone throughout the twentieth century, but for the most part their influence has been minimal. The concept of community councils did have something of a revival during the 1950's, but it was not until President Johnson's War on Poverty during the 1960's that the councils began to exert a real influence in terms of decision making at the local level. Membership on community councils has increased dramatically during recent years with much of this growth fostered by experimental federal programs designed to improve educational opportunities for children in low-income communities.

Participation on Federal program councils today accounts for an overwhelming number of the citizens serving on school councils. Our realistic estimate of the numbers of persons participating this way is 1,200,000. Membership through three Federal programs, Title I, Head Start, and Follow Through, totals approximately 940,000. Other Federal programs account for about 150,000 participants. State mandates in California and Florida have produced 20,000 participants and other state and local programs scattered throughout the country involve about 75,000 citizens. Apart from those related to Federal programs, nearly all the councils have been created since 1970 (Stanton, Whittaker, and Zerchykov, n.d., p. 5)

The Resurgence of Community Councils: the Pros and Cons

To a great extent, renewed interest in community involvement in the schools has run a course parallel to America's civil rights movement, beginning with the Supreme Court's 1954 desegregation decision. Robert J. Havighurst, a sociologist at the University of Chicago, has identified the following as factors which paved the way for greater citizen participation in the schools:

1. The 1954 Supreme Court Decision on racial segregation in public schools, followed by the Civil Rights Act and the Elementary and Secondary Education Act in the 1960's, supported the conviction by black citizens that they had the right to expect and demand educational facilities and programs as good as those which served whites.
2. The extent of racial and economic segregation in public schools was increasing in the big cities.
3. Achievement test data were being published by city school systems, separately for black and white students.
4. The school achievement of children from low-income families was clearly below that of children from middle-income families, and was not improving.
5. There was widespread public opinion that school achievement was due mainly to the quality of teaching in the schools, and that equal quality of schooling would produce equal achievement, regardless of socioeconomic status of the parents.
6. It was widely believed that schools were the major avenue of upward economic and social mobility for youth of poor families.
7. Some educational experts (not all of them) concluded that the teaching methods and the teachers' attitudes generally existing in the public schools were unfavorable to achievement by children of low-income and black families (1979, p. 25).

In most cases increased community involvement has manifested itself in community (or school) councils. The rapid growth in the number of such councils is due both to an increase in community interest and awareness and to the fact that councils have been encouraged, and in some cases mandated, by federal programs such as Teacher Corps, the various E.S.E.A.

Title Programs, and the Economic Opportunity Act.

The extent to which citizen involvement enhances the educational process is a topic which has provided extensive controversy. Some educators see citizen involvement as a rather vague public relations program for the schools while others perceive it as a vital aspect in promoting new or expanded school programs. Still others feel that citizen involvement is a necessary method of providing educational accountability. Citizens themselves tend to view such involvement as a basic right, the exercising of their prerogatives in terms of their own children.

Despite the positive aspects of citizen involvement in schools, however, numerous problems have arisen when community councils have actually been implemented. Community councils were originally established with the intent of serving an advisory function which was peripheral to the decision-making structure of the schools. Those who held power (administrators, teacher organizations, school boards, and in some cases PTA groups) were often cautious and reluctant to share that power with other community members. Such experiences convinced the participants that theirs was a token role in which they were only to rubber stamp existing programs. Gittell (1979) summarizes this state of affairs by observing that "those who held power in existing institutions resisted any participatory role for citizens which would interfere with their power. They used the terminology of participation but their definition excluded delegation of power" (p. 47).

Coombs and Merritt (1977) suggest that there is also an undercurrent of resistance to citizen involvement among many educators and politicians based on the assumption that the average citizen is not competent to make sound educational policy decisions. They feel that the average citizen lacks the information and the experience to understand how a particular decision fits into a broader educational context. Furthermore, Coombs and Merritt suggest that those who resist community councils feel that even if the information were made available, the average citizen would not make the effort necessary to synthesize that information in order to be an effective decision-maker. Such ideas have been disputed by Fainstein and Fainstein (1976) who surveyed community leaders and found that not only did they feel competent to become involved in educational policy decision making, but they also *wanted* to be involved. Over half of those surveyed (52 percent) favored decision-making powers residing with members of the community while 39 percent felt that community members should be involved only in an advisory capacity; 8 percent were opposed to community control of any kind.

Only recently have statistical data begun to be published regarding the impact of community councils on various aspects of the educational process. Thus far, student achievement, an area of vital concern to both parents and educators, has shown little change in programs with community input, although one must realize that there are many factors which tend to confound any attempt to analyze achievement. After studying one of the early federally-sponsored educational programs which required community advisory committees (the Urban/Rural School Development

Program), Joyce (1978) indicated that the involvement of a council did seem to produce positive results for both the schools and the community. Other conclusions cited by Joyce include the following:

1. Over the program as a whole, a relative equality of community and professional input was achieved. Councils took from one to two years to get organized, but once organized did an effective job of translating local needs. *The greater the level of equality achieved, the more active were the teacher education programs which were generated.*
2. The effect of participation seems to have been to reduce alienation and to increase feelings of efficacy among community members and professionals alike.
3. The more the participants were involved in the planning process, the greater were their feelings of integrativeness toward other groups and the greater their perception of project impact on their local situation.
4. It appears possible for teachers and community members to assess local needs and generate them into programmatic efforts (p. 9).

School/Community: Partners in Education

The fact that schools do not exist in isolation, but function as a subset of the community they serve is the primary reason for establishing community councils. Schools must have teachers, administrators, parents, taxpayers, and most importantly, children before they can function. But the community, more than any other instructional resource, affects the educational events that occur in schools. When children enter the school, they bring part of the community with them — its customs, its successes, and its problems. The interweaving of the community's history and culture into the classroom curriculum can provide a richness not possible with any textbook. But the community can also have a negative effect upon what occurs in the classroom. The most effective classroom teacher cannot be successful with a child who is ill, hungry, or who hears only derogatory comments about the school at home. The social and academic development of the child is a consequence of the interplay of the home, school, and community.

A second reason for establishing community councils is to provide a basis for schools and communities to increase their collaboration and mutual support. Recently a newly elected community council in a large urban city was listing priorities for the coming year; one of the top priorities was to get to know other members of the council and teachers in the schools. Discussion of this topic led several members of the council to comment that they not only didn't know other members of the council who lived in their community, but they really didn't know their next-door neighbors. The council subsequently decided that before they could work in school/community projects they had to get to know one another. A community council in either an urban or rural setting provides a vehicle for continuous and consistent dialogue among members of the community

and the schools regarding local educational issues. Often these issues are different from those addressed at a district, state, or national level. Through councils, members of the community can have a direct voice in school affairs by becoming involved in discussing problems and seeking solutions. The process of shared decision making becomes as important as the end result of the process.

To summarize, the goal for community councils is the formation of a partnership between citizens and educators for the improvement of the schools. As Joseph Featherstone (1976) assessed the educational scene, he concluded that "What the politics of education badly lacks is coalitions of parents and practitioners" (p. 18). The interaction provided by community councils not only helps the educational practitioners better understand the problems and concerns of the community but it also allows the community to better understand the concerns and problems of the practitioners. Such understanding can provide the basis for seeking alternatives and establishing common, mutually supported educational programs.

Community Council Membership

One of the most difficult decisions in forming a community council is to determine who should serve as members. Clark and Shoop (1974) have suggested that the most effective community council is one in which the membership reflects the scope and nature of the community. Clark and Shoop also provide some ideas that should be considered by the organizers of a community council. The community council's membership should, as much as possible, be a cross-section of the community. Consideration should be given to assuring representation for all geographic areas, for all racial and ethnic groups, as well as for various age and sex groups. Another suggestion in forming community councils is that varying opinions regarding school policies and expected services of the schools be incorporated. By having a broad spectrum of viewpoints represented, the council has a better chance of actually meeting the needs of the community. Clark and Shoop also encourage the inclusion of both parents and non-parents in the membership of community councils. Students are another group that one must consider when organizing a community council. In some councils the membership also includes teachers and administrators and, in some cases, other support personnel such as secretaries, custodians, and lunchroom workers. These latter groups can often provide insight into the operations of the school which, though often overlooked, can be very valuable.

When one designs the membership of the community council, many groups can and should be considered. The final decision, however, must be based on the specific needs of the community. There is no master plan that can be followed to guarantee success in every community.

Functions of Community Councils

The goals and purposes, and therefore the functions, of community councils vary immensely from one council to another. Lebaron and Roys-

ter (1974) state that "effective community involvement in an educational project should promote the aim of improving the educational outcomes in terms of the social and economic welfare of the community. Through community involvement with the schools, needs are identified, programs designed to meet these needs, and community residents feel a participation in their own welfare" (p. 53). They go on to say that community councils will more likely meet with success if two basic questions are addressed: (1) "What involvement with the community is necessary for the improvement of teaching?" and (2) "What is missing from a child's education when parents, or the whole community, are not involved with the schools?" (p. 55).

Although general goals are usually specified, outlining how citizen involvement will be achieved with a given community council, it is usually the specific functions assumed by the council that determine its effectiveness in actually affecting the course of educational programs. The following is a list of functions assumed by some community councils; it should be noted that it is by no means all-inclusive.

1. School Objectives:
   Identifying educational needs; determining goals, objectives, and priorities; monitoring and assessing progress toward achievement of goals.
2. Personnel: (Principals, teachers, and other staff)
   Defining qualifications (within state law); reviewing candidates; selecting candidates; evaluation performance; making tenure; reassignment, and removal decisions; determining personnel policies; planning and conducting staff orientation and training; negotiating with employee organizations.
3. School Program: (Curricular, extra-curricular, student services)
   Planning and developing new or revised programs; preparing and approving proposals for special projects; monitoring and evaluating programs; determining priorities; approving participation in research projects.
4. Facilities:
   Establishing priorities for rehabilitation and equipment; selecting building sites; planning for new and remodeled buildings.
5. School/Community Relations:
   Identifying community needs; explaining school policy programs; securing support and services from parents, students, teachers, and community residents; serving as an ombudsman for individual students or parents; planning and conducting orientation and training activities for parents and community residents; sponsoring social activities; raising money for the schools.

Simply stating that a community council will assume functions such as those described above is obviously not enough, however. Stanton, Whittaker, and Zerchykov (n.d.) have found that while many councils have certain activities for which they are responsible, most "lack the resources to meet the responsibilities which technically are theirs" (p. 6). Their

research further indicates that most councils have only "token" involvement in the educational process while a relatively small number reach the level of "advisory" participation. Only a very few councils reach the highest level of involvement, "power-sharing/partnership" activity.

Based upon their research, Stanton, Whittaker, and Zerchykov have developed a set of recommendations designed to maximize the effective functioning of community councils.

1. Special attention should be given to decentralizing power and decision making so that appropriate decisions can be made at the building level.
2. In order to function effectively, councils must have resources to strengthen their governance as well as their ability to take action on specific problems.
3. Both teachers and principals must have access to opportunities to strengthen and refine their skills in working with parents in general and councils in particular.
4. In order to avoid competition and duplication of efforts between councils and other parent groups in the same school, care must be taken to enable councils and groups to integrate and coordinate their activities.
5. Councils should represent the school's parents, teachers, administrators, and (where appropriate) students, and the larger community. Election is preferable to appointment in terms of assuring councils' credibility with the community.
6. In order for citizens, school systems, and policymakers to benefit mutually from the council experience, their functions and activities must be well documented and annually evaluated (p. 8).

Selection of Community Council Members

The literature outlines several methodologies for selecting community council members. These can be divided into three major categories: (1) membership by appointment, (2) membership through volunteerism, and (3) membership by election. Each approach has unique advantages and disadvantages.

Membership by appointment is by far the simplest, quickest, and least expensive method for selecting community council members and is, therefore, the most commonly used method. A major problem with this method involves deciding who will make the appointments. Councils selected by appointment are often successful, but in the long run their success depends upon the representativeness of those citizens who are selected. The most frequent complaint regarding this method is that appointed councils often include only those members who support the status quo, thereby leading to an abundance of "rubber stamp" councils.

Volunteerism is another method commonly used to select community council members. When volunteerism is used any member of the community who wishes to participate may do so. This method avoids the

problems of exclusion which result when other methods are used. A problem related to this strategy is that councils based on volunteerism have a tendency to become "one-issue" councils. People frequently volunteer to work for a popular issue, but when the issue is resolved interest wanes and the council ceases to function.

The use of community elections has recently become a popular method for selecting community council members. The election process provides a natural extension of the democratic process and provides continuity of representation (i.e., a person is normally elected to a community council for a specific term and makes a commitment to address the entire range of issues that arise during that time). There are several problems that can result from the election of council members. First, this is the most difficult and costly method of selecting council members. Second, some interested community members can be excluded in the election process because they are not well known in the community. Finally, the election process requires much pre-election planning and organization in order to be effective.

TEACHER CORPS AND COMMUNITY COUNCILS

The Shift of Emphasis Toward Community Participation

Teacher Corps was established by Congress in 1965 and is aimed at strengthening the educational opportunities of children in communities with large concentrations of low-income families. The original thrust of Teacher Corps was to encourage colleges and universities to broaden their teacher education programs to better train preservice teachers to work effectively with children from low-income families. From the outset Teacher Corps goals and objectives have been related to the needs of the community. In the mid 1970's the primary focus of Teacher Corps was shifted away from preservice training and toward inservice training for teachers and other educational personnel working in economically deprived areas.

Another shift in emphasis which occurred in the mid-1970's was toward increased community involvement in the planning, implementation, and evaluation of educational programs. Senator Edward M. Kennedy, one of the sponsors of Teacher Corps legislation, in 1975 called for expanded parent and community participation in Teacher Corps projects stating that such involvement is "crucial to the future success and expansion of any program of educational reform" (p. 5). The Eighty-First Congress passed an amendment to the original Teacher Corps legislation which mandated that Teacher Corps community councils be elected rather than appointed and that they exist on an equal par with the university and the school district involved in the project.

In discussing the impact of this congressional amendment, Dr. William Smith, Director of Teacher Corps, stated:

> For the very first time, the community council, as an elected body, has a legitimate role in the participatory process. We have historically always

included the community, but they were a group separate from the two other legal authorities, the school and the university. Now they are also a legally constituted body. The process by which collaboration can take place will be one with co-equal partners as opposed to an advisory role in most programs in the past. Community councils are extremely important . . . the inclusion of the [elected] community council in the law strengthens the rationale for community based education. The law simply reinforces for the local projects, school system and university people the realization that schools belong to the community and the community is a resource to be used in the schooling process (1978, p. iii).

Guidelines for Electing a Community Council

Teacher Corps provided a limited number of regulatory guidelines for all projects. These guidelines included the following:

1. Each Teacher Corps project must include an elected community council comprised of at least seven members.
2. The community council must be representative of parents whose children attend the project schools as well as other residents of the community served by the project schools.
3. An existing elected council which is broadly representative of the community may be used as a temporary community council for the purpose of planning. However, each project must conduct a community-wide election within three months of the initial funding of the project.

The number of regulatory guidelines was deliberately limited to encourage each project to develop election procedures which were consistent with the specific needs and characteristics of the community in which the election was being held.

In addition to the regulatory guidelines, Teacher Corps provided a wealth of resources which could be used as needed by the various projects. These resources were developed and distributed by the Teacher Corps Recruitment and Community Technical Resource Centers (RCTRCs). The case studies illustrate how the mandates for electing a community council were implemented and the type of resources that were utilized in each election.

INTRODUCTION TO THE CASE STUDIES

The following chapters report the various strategies used to elect school-related community councils in six midwestern communities. Each of these councils was elected to provide community representation in the planning, implementation, and evaluation of a federally funded Teacher Corps program. The procedures used to elect these community councils are discussed in detail by the election organizers using a case study format (see Chapters 2 through 7). In each of the case studies the authors attempted to identify those characteristics unique to the community which influenced their decisions as to which election procedures could be used

most effectively. The decision-making process which went into the planning of the election, as well as the resulting election plan, are also described in detail. A general summary of all case studies is provided in the concluding chapter.

Another important aspect of the case study chapters involves the authors' observations concerning lessons that were learned in the course of planning and administering the community council elections. For the most part the individuals who organized and conducted the elections were not community educators; in fact, for many this was their first attempt at organizing an election of any kind. Although you will note a general feeling among the authors that there are many things they will do differently when conducting future elections, you will also observe a sense of pride and accomplishment in having satisfactorily completed a difficult task.

This book is certainly not intended to be an all-inclusive document which outlines every conceivable method for electing a community council. It does, however, include descriptions of several procedures used to meet the particular needs of a variety of communities which we hope will be of use to anyone involved in planning and conducting a community council election.

REFERENCES

Clark, P. A., & Shoop, R. J. Community advisory councils: Composition and selection procedure. *Community Education Journal*, 1974, *4* (3), 43-45.

Coombs, F. S. & Merritt, R. L. The public's role in educational policy-making: An international view. *Education and Urban Society*, February 1977, *9* (2), 167-196.

Davies, D. Perspectives and future direction. In D. Davies (Ed.), *Schools where parents make a difference*. Boston: Institute for Responsive Education, 1976.

Fainstein, N. I. & Fainstein, S. S. The future of community control. *American Political Science Review*, 1976, *70* (3), 905-923.

Featherstone, J. Introduction. In D. Davies (Ed.) *Schools where parents make a difference*. Boston: Institute for Responsive Education, 1976.

Gittell, M. Institutionalizing community participation in education. In C. A. Grant (Ed.), *Community participation in education*. Boston: Allyn and Bacon, Inc., 1979.

Havighurst, R. Local community participation in educational policy making and school administration. In C. A. Grant (Ed.), *Community participation in education*. Boston: Allyn and Bacon, Inc., 1979.

Joyce, B. The urban/rural school development program: What it was and what it attempted. In B. Joyce (Ed.), *Involvement: A study of shared governance of teacher education*. Syracuse, New York: National Dissemination Center, 1978.

Kennedy, E. Address to the Teacher Corps Development Conference, Washington, D.C., July 1975.

Lebanon, W. & Royster, P. Community involvement: A perspective from Teacher Corps. *Community Educational Journal*, 1974, *4* (5), 53-55.

Smith, W. Foreword. In Masla, J., Snowden, T., & Washington, A. *A resource guide for the organization and election of community councils.* Detroit, Michigan: Teacher Corps Recruitment and Community Technical Resource Centers, 1978.

Stanton, J., Whittaker, B., Lerchykov, R. *Resource guide and bibliography on school councils.* Boston: Institute for Responsive Education.

CHAPTER

2

COOPERATIVE PLANNING THROUGH TRIANGULATION: THE AKRON/KENT STATE UNIVERSITY CASE STUDY

Michael Cox
Jacqueline Rowser

The Akron Public Schools/Community/Kent State University Teacher Corps Project serves four schools within the North Hill community of Akron, Ohio. One problem facing the Akron Public Schools in recent years has been declining enrollment; in fact, one elementary school was closed in the project target area in the spring prior to the planning year. The election planners decided that representatives for the closed school would be elected to serve on the community council to facilitate communications among parent and citizen groups within the redrawn attendance area boundaries. As a result of this decision, the ballots reflected candidates from three elementary schools even though there are only two elementary schools, a middle school, and a high school in the project.

Candidates for the community council were recruited through the personal contacts of many groups. School board members, PTA officers, school system personnel, residents of the community, and Teacher Corps staff members were involved in the process. Once a name had been placed in nomination, a letter was sent to the person seeking authorization to include the name on the ballot. The election was held on three separate evenings in the four project schools during each school's open house program. Polling booths and ballot boxes used during regular local, state, and national elections were donated by election officials for use in the election. Volunteers and Teacher Corps staff members worked the polling places.

A tie for one position was resolved when one candidate withdrew from the election. When all election procedures were completed, a community council with 17 members had been elected.

The collaborative planning that resulted in the successful funding of the Akron/Kent State University Urban Teacher Corps Project took place over a 14-month period. The organization and the content of the proposal emerged from the interaction of community members, teachers, administrators, education association personnel, and university staff. The underlying motivation for collaboration was the desire of the participants to define a process that would facilitate growth for individuals within each group. As a result of extensive throught and discussion, the triangulation process of staff development was identified and presented to the participants. The several dimensions of triangulation include a self-regulating procedure for changing the way one feels and acts, the active involvement of different perspectives in generating views on feelings and actions, and the identification of a course of action to assess, plan, and implement the steps of triangulation. Triangulation, therefore, became the basis for implementing collaborative planning which included the election of the community council.

The basic purposes of the Akron/Kent State University Urban Teacher Corps Project that developed from the collaboration included:

1. the improvement of diagnosis and prescription in the areas of mathematics and reading
2. the creation of staff development programs and curriculum materials to deal with exceptional children
3. the improvement of cooperation among the participating groups through the use of the triangulation process
4. the demonstration of a community-based, multicultural educational experience for students

These goals, in addition to the numerous objectives developed to accomplish them, constitute the central thrust of the Teacher Corps project.

The Community

Akron is the fifth largest city in the state of Ohio with an estimated population of 254,059. A heavily industrial city, Akron is the largest rubber-producing center in the world and the corporate headquarters for four leaders in the industry — Firestone, General Tire, B. F. Goodrich, and Goodyear. Although a variety of other industries also exist in Akron, it is the rubber industry that provides the city's major economic base. However, this economic base has been showing signs of deterioration in recent years with the closing of several industrial plants. Since 1950 there has been an overall loss of 23,634 jobs in the rubber industry alone. The exodus of management personnel and skilled laborers associated with the industrial closings has had a significant impact on the general compositions of the Akron community. The Anglo population in the Akron Public Schools dropped by 13,386 between 1967 and 1977 while the minority population remained nearly constant.

Over the years the city's industries attracted many who were seeking work, both newly arrived immigrants and people from other states where good jobs were not as plentiful. Akron presently has sizable Italian and

Polish populations as well as large numbers of people originally from states such as West Virginia, Kentucky, the Carolinas, Tennessee, and Alabama.

The North Hill community in which the project schools are located clearly represents the ethnic diversity of the city of Akron with a cross-section of Anglo, Appalachian, Black, Italian, and Polish families. Unmarked boundaries tend to separate the various ethnic groups within the community, and each group maintains its own culture and identity within the community through separate churches and social structures.

Like most of the city of Akron, the economy of the North Hill area revolves around the rubber industry. Residents of the area include management personnel as well as skilled and unskilled laborers. The neighborhood, which was once solidly middle-class, has been showing signs of change in recent years due to a rapidly shifting population. Some conclusions regarding the economic stability of the area may be drawn from the fact that in recent years the number of children eligible for the subsidized lunch program has increased sharply.

The Akron Public Schools

The Akron Public School System includes 65 schools: 46 elementary; 10 junior high schools; and 9 senior high schools, several with vocational wings. Approximately 45,000 students attend these schools which are staffed by 2,469 certified staff and 1,335 non-certified staff. Declining student enrollment has been a problem for the Akron Public Schools, and school closings have become relatively common over the past several years. The student population of the Akron Schools is approximately 66 percent White, 34 percent Black, and .77 percent other minorities. The professional staff for the total school district is approximately 88 percent White, 11 percent Black, and .20 percent other minorities.

The schools in the North Hill attendance area were selected to participate in the Teacher Corps project for a variety of reasons. Three of the four project schools qualify for Title I aid, and the neighborhood is diverse in terms of racial and cultural backgrounds. The area was also facing the closing of a primarily Black elementary school (Bryan), with about half the students being transferred to Harris Elementary, one of the four Teacher Corps project schools. Although there was no overt action in opposition to the closing, the event did foster some negative feelings among parents at both of the schools.

The four schools involved in the Teacher Corps project include two elementary schools, one junior high school, and one high school, which is the largest in the city of Akron. The following chart presents a variety of demographic information concerning the project schools.

	Number of Students	% White	%Black/other Minorities	Free/Reduced Lunch-% of Participants	Number of Teachers	% White	% Black/Other Minorities	No. of Admin./Superv. and Pupil Personnel	% White	% Black/other Minorities
Findley Elementary School	599	24%	76%	72%	28	68%	32%	2	100%	0%
Harris Elementary School	761	73%	27%	42%	31	74%	26%	2	100%	0%
Jennings Junior High School	776	66%	33%	42%	47	79%	21%	2	100%	0%
North High School	1808	71%	28%	21%	83	95%	5%	9	89%	11%

Figure 1. Project schools demographic information.

The schools in the North Hill feeder system had been involved in school and community improvement programs prior to their involvement with the Teacher Corps project. The following are examples of programs which had previously been undertaken: a criterion-referenced testing program, a program to build pride, the development of high intensity reading centers in the secondary schools, student recognition programs, and programs to improve communications between the parents and the school.

Kent State University

Kent State University is a state-supported institution of higher education located in northeastern Ohio. More than 28,000 students are enrolled at the university's main campus and at the seven regional campuses. More than five million people live within a 50-mile radius of the main campus, since the campus lies within a triangle formed by the Cleveland, Akron-Canton, and Warren-Youngstown metropolitan areas. Although many of these people are concentrated in an urban setting, there are also distinctive rural and suburban populations in the area served by Kent State University.

The KSU College of Education is the major institution in northeast Ohio providing preservice and inservice training for teachers. It has 174 full-time faculty members and approximately 3,000 undergraduate students participating in one or more of the 36 certification programs authorized by the state of Ohio. Seven hundred fifty-one certified teachers graduated during the 1977-78 year. The Graduate School of Education experienced its highest credit enrollment year during 1977-78 and during this same period of time conferred 467 Master's degrees and 49 Ph.D. degrees.

A major effort is underway to redesign teacher education in all certification areas offered at Kent State University. The initial impetus for

redesign came from the Ohio Department of Education. The leadership of the Kent faculty, however, has resulted in an exemplary program aimed at bringing the preservice experiences of teachers closer to the realities of elementary and secondary school classrooms.

PLANS FOR ELECTING THE COMMUNITY COUNCIL

Proposal Plans

Various aspects of the community council election plan were specified in the proposal, although most procedural aspects of the plan were omitted. The following list indicates which aspects of the plan were included in the original proposal.

1. Boundaries
   a. Representatives of parents and community residents shall reside within the attendance area of the four project schools.
   b. Representatives of the business sector and community agencies must operate within the designated attendance area.
2. Composition
   a. Two representatives from each of the project school attendance areas. There will also be one representative from the area previously served by Bryan Elementary School.
   b. One representative from the elementary teaching staff.
   c. One representative from the secondary teaching staff.
   d. One representative from the non-teaching staff.
   e. One representative from the administrative staff.
   f. Two student representatives.
   g. One representative from the business sector.
   h. One representative from a community agency.
3. Number
   a. The total number of elected representatives shall be 17.
   b. A Teacher Corps staff person and persons appointed by the Division of Curriculum and Instruction shall serve in an ex officio, non-voting capacity.
4. Length of Terms
   a. Representatives shall serve either two or three year terms.
   b. Terms shall be staggered, and elections shall be structured in such a way as to allow the staggered terms to be equally divided among the school attendance areas.
5. Elections
   a. The date of the election shall be no more than three months from the awarding of the grant.
   b. A community-wide election shall be held to elect parent and resident representatives.
   c. Representatives of teachers, non-teaching staff, and administra-

tors shall be selected on the basis of a nomination and election process within their own ranks.

d. The student representatives shall be selected from the North High School student body.
e. Representatives of the business and community agency sectors shall be chosen by the elected community council representatives.

Groups Involved in Planning

Much thought was given to the community council election during the development of the proposal. Various groups were included in this segment of the planning including university staff, Akron School administrators, the temporary community council, the Akron Education Association, and outside consultants. After the project had been funded, an attempt was made to reconvene the temporary community council, but because several people had moved out of the area and others had new commitments, this proved to be impossible. The bulk of the later planning was, therefore, assumed by the Teacher Corps staff, although input was sought from various groups and individuals, including community education specialists, teachers, PTA groups, administrators, and community members.

Calendar

Because the community council elections were to be held in conjunction with the annual open house program, time was limited.

August 7-11	Planning meeting in Washington, D.C.
August 11	Teacher Corps press conference
August 31	Recruiting meeting with community group
September 9	Candidate recommendations from School Board due
September 13	Meeting with the Board of Trustees of the Akron Education Association
September 15	Permission letters from candidates due
September 18	Ballot categories organized
September 19	Election flier distributed to area businesses
September 21	Community council fact sheets sent home with school children
September 22	Ballots ready for distribution
September 26	Elections at Harris and Findley Elementary Schools
September 27	Election at Jennings Middle School
September 28	Election at North High School
October 3	Candidates notified of election results
October 12	First meeting of the community council

Development of the Plan

Considerable thought was given to the community council, its role, its composition, and the election of its members, during the development of the proposal. Research was done to determine the general makeup and interests of the community, and a review of the literature concerning community councils (e.g., that of the Mott Foundation) was undertaken to broaden the scope of understanding of those writing the proposal. It was decided that a large council was needed to allow for adequate representation among the many diverse community groups. The number 17 was decided upon after various groups were specified for representation.

In addition to community representatives, it was decided that council members would be elected to specifically represent teachers, students, administrators, and non-teaching staff. To preserve the community identity of the council, however, it was decided that these representatives should also live within the project attendance area. It was felt that inclusion of representatives of the various school groups would add not only to the diversity of the council but also to the process of triangulation which is a basic aspect of this project. Because research indicates that members of community councils frequently tend to feel isolated from others working on a project, it was decided that this type of integration between school and community representatives would add to the sense of shared commitment and cooperation.

It was further decided that the council members would serve two or three year staggered terms to provide the council with a greater degree of continuity. These plans were approved by both the temporary community council and representatives of the Akron Public Schools before being included in the proposal.

After the proposal had been funded, additional plans were needed regarding the specifics of the election. These plans were developed primarily by the Teacher Corps staff with advice from community education specialists, Akron school administrators, individuals from the community, and teachers from the project schools. It was decided that the polling place method of voting would be used in conjunction with the annual open house in the schools. It was felt that this method would generate a large number of voters without incurring a great deal of expense, and that the open house setting would provide a forum for explaining the goals of the Teacher Corps project to residents of the community. The number of ballots printed would be based on the previous year's open house attendance.

THE ELECTION PROCESS

Nomination and Recruitment Procedures

Early in the fall of 1978 Teacher Corps staff members began to approach various groups requesting names of possible candidates for the community council. These groups included the temporary community council, school board members, principals, and central office personnel.

One particularly productive source, a school board member who lived in the North Hill community, offered four names, three of whom agreed to be candidates. Other names were obtained from interested residents who contacted the Teacher Corps office or who attended an informational meeting in late August. When the name of a possible candidate was received, the person was contacted by a Teacher Corps staff member who sought that person's permission to have his/her name placed in nomination. If this contact produced a positive response, a permission letter was sent to the candidate to be signed and returned to the Teacher Corps office. All candidates were then contacted by telephone to obtain biographical information for use in the election process.

Once the list of candidates had been finalized, the next task was to place the candidates in appropriate categories on the ballot. Each of the four schools would have different ballots since there was to be a separate category for each school. When designing the ballot, it was necessary to determine how representation would be handled for Bryan School which had been closed the previous summer. It was felt that specific representation was needed because of negative feelings concerning the closing of the school and the desire among residents of that area to maintain a sense of community identity. Since the racial composition of Bryan School had been overwhelmingly Black, it was also felt that a Bryan representative would virtually assure an additional Black member on the council. For these reasons it was decided that one representative from the previous Bryan School attendance area would be elected, and that this representative would be elected by voters in all four project schools. Therefore, each ballot would have two categories, one for the project school representative and a second for the Bryan School representative.

When undertaking the task of categorizing the ballot, the Teacher Corps staff had a great deal of flexibility as a result of the manner in which the representation process had been organized. Bryan, Harris, and Findley representatives were required to live in the specific school's attendance area, but representatives from Jennings Middle School and North High School could live anywhere within the total project attendance area. Although representatives were assigned to specific schools, they were actually to represent the community as a whole. Therefore, these school representatives could be either parents or non-parents. Because of this flexibility, an attempt was made to categorize the ballot in such a way as to enhance the likelihood that the various community groups would be adequately represented. To avoid losing this balance, it was decided by the Teacher Corps staff that no write-in votes would be counted.

An additional problem arose after the ballots had been categorized and printed. At an informational meeting with the Harris PTA on September 21, 1978, the question arose as to why the current PTA leadership in the school had not been contacted for suggestions for candidates. The PTA president from the previous year had been contacted and had not expressed interest in cooperating, but this group still insisted on parental representation. The decision was made to once again open the nominating process, and the names of two additional candidates were subsequently added to the ballot, necessitating the reprinting of 500 Harris ballots.

Election Procedures

Since the decision had been made to hold the community council election in conjunction with the schools' open house programs, four separate elections took place over a period of three evenings: the two elementary schools held their elections the first evening, the middle school election took place on the second evening, and the high school election was held on the third evening. In three schools regular voting equipment (i.e., voting booths and ballot boxes) were available and were put into use for the community council election. In the fourth school a separate room was designated as the polling place. In all cases the location of the polling place was decided by the school principal. The prominence of the polling site did seem to have some effect on the number of voters who participated.

At each polling site was a large poster with the heading "Know Your Candidates;" these posters presented biographical sketches of the candidates involved in that particular election. The poll workers, based on their informal observations, agreed that a great many voters referred to this information prior to voting. A Caramate projector displaying a community council slide show was also used at each polling site to attract the attention of the voters.

Each polling place was staffed by Teacher Corps personnel who requested that voters sign a ledger giving their names and addresses prior to voting. This information was used to confirm the eligibility of the voter and to eliminate the possibility of voters participating in more than one election. After marking the ballot, the voter returned it to a poll worker who placed it in the ballot box. When the election was over, poll workers counted the ballots using tally sheets especially prepared for this purpose. Officers of the school's PTA served as monitors and signed the tally sheets to indicate that they had observed the procedure. Election results were delivered to the project director, although no further action was taken until all the elections had been held.

On the final election night it was discovered that there was a tie for the Bryan representative. After recounting the votes, a Teacher Corps staff member phoned the two candidates involved and explained the situation. It was decided that the candidates could choose between a coin toss or turning the decision over to the elected community council. A special election was ruled out due to the time and money involved. The situation was resolved when one of the candidates contacted the Teacher Corps staff and withdrew her name, thus giving the election to the other candidate. On October 3 all candidates were notified by mail of the results of the election.

More than 340 voters participated in the four elections. The greatest voter response was at Harris Elementary School, the smallest at Findley Elementary School. Factors which were believed to have affected voter participation include the following:

1. location of the polling site within the school
2. degree to which poll workers recruited voters
3. attendance at the various open house programs

In addition to electing the community representatives, it was necessary to choose representatives for the teachers, administrators, non-teaching personnel, and students. It was decided that teacher representatives must live in the North Hill area and be a member of the Akron Education Association (AEA). This latter stipulation was made because of the support which the AEA had provided to the project and because it is the only recognized bargaining agent for teachers in the Akron Public Schools. Three candidates ran for each of the two teacher representative positions (one elementary and one secondary). All teachers in the four project schools were eligible to vote for the representative from their level, and ballots were distributed and collected in each building by the AEA representative.

The four principals from the project schools met and decided among themselves which of them would be the administrative representative. Non-teaching personnel elected a representative who was a food service employee; the student council at North High School selected the two student representatives.

Information Dissemination

During the summer of 1978 the Teacher Corps project received some negative coverage in the local Akron paper. The *Akron Beacon Journal* stated editorially that, while it had no complaints concerning the local project, it felt that Teacher Corps as a whole no longer served a useful purpose (i.e., training preservice teachers in that there is no longer a shortage of qualified teachers). Since the editorial had failed to note the shift in emphasis from preservice to inservice training, it was decided that a press conference should be held to disseminate further information to the various media regarding the Teacher Corps project. This press conference was held in Akron on August 11, 1978. Articles based on prepared press releases were published in the Kent *Record Courier* and the *Kent Stater* (university newspaper) in the fall of 1978.

Informational meetings regarding the Teacher Corps project were held for interested groups such as the North Hill Y Board, the local Kiwanis Club, the Board of Trustees of the Akron Education Association, and the local Ministerial Board. Information relating specifically to the community council election was disseminated via notices in church bulletins, 4,000 Teacher Corps fact sheets which were sent home with school children, and 100 election fliers which were distributed to area businesses and community agencies to be posted.

Following the election, winners were telephoned and all candidates received letters officially notifying them of the election results. Principals also received official notification of the results. A statement concerning the results of the community council election also appeared in the Teacher Corps newsletter as well as in the executive summary (a monthly letter to all of those in leadership positions in the project schools and in the community).

Election Costs

Aside from the cost of printing the ballots, the only direct expenses incurred in the election of the community council stemmed from communications with area residents. Costs were kept at a minimum by utilizing community volunteers; advertising the election through church bulletins, PTA newsletters, and school bulletins as well as by posting fliers in area businesses; and by using voting booths and ballot boxes provided free of charge by the election board.

The following is an itemized list of the direct expenses incurred in electing the community council:

Printing of ballots		$28.10
Printing of 100 election fliers		2.40
Printing of 4,000 Teacher Corps fact sheets		40.80
Travel costs to distribute information		14.24
Postage		5.25
	TOTAL	$90.79

THE ELECTED COMMUNITY COUNCIL

At its first meeting the community council of the Akron-Kent State Teacher Corps Project adopted the official title of the North Hill Teacher Corps Community Council. The 17-member council is a varied group representing parents, non-parents, Blacks, Whites, men, women, students, teachers, administrators, the business community, and community agencies. The council is comprised of eight Blacks and nine Whites; eight women and nine men. Eleven of the council members are employed outside the home, four are homemakers, and two are students. The following occupations are represented on the council: supervisor of development for Firestone, private nurse, attorney, Chrysler employee, director of the Police Community Dialogue Program, Director of Research and Development for the Community Action Council, priest, teacher, food service assistant, and principal. Eight council members are non-parent representatives, two students and six adults. Of the six adult "non-parents," two do not have any children and four have children older than school age. Every member of the council has been active in service activities such as PTA, Scouts, United Black Parents, People in Progress, Kiwanis, and Goals for Greater Akron (a task force in education).

At the council's initial meeting on October 12, 1978, the first task of the 15 elected members was to choose the two remaining members: one to represent the business community and one to represent the area's community agencies. (Six people had been nominated prior to the meeting through letters sent to elected council members asking for their suggestions. People whose names were suggested were contacted by telephone for permission to have their names placed in nomination).

The next item of business for the new council was the selection of the chairperson, the vice-chairperson, and the secretary. Although the respon-

sibilities of each position were reviewed, it was the consensus of the group that the selection process should not occur until the entire council had convened. It was decided that council members who wished to volunteer or nominate others for these leadership positions should submit the names to a Teacher Corps staff member who would in turn contact all nominees to obtain their consent. Of those contacted, two agreed to run for the position of chairperson and one for the position of secretary. The nominees were asked to submit a position statement, copies of which were sent to all council members on November 10, 1978. It was decided that the candidate for chairperson who received the greater number of votes would assume that position, and the other candidate would assume the position of vice-chairperson.

At the next council meeting the candidates read their position statements, after which the council voted for the chairperson. (No election for secretary was needed as there was only one candidate for this position.) The election resulted in a tie due to the fact that one council member was hospitalized and could not attend the meeting. The problem was resolved by making the candidates co-chairmen, both of whom would attend meetings of the executive board (policy board). Voting privileges on the board would rotate between the co-chairmen on a monthly basis.

CONCLUSIONS

Many lessons were learned from the experience of conducting a community council election. The first of these lessons involves planning. Because of the decision to hold the elections during open house, planning time was at a minimum. We believe that many of our problems might have been resolved prior to the election had more time been available. The contingency which arose with the Harris PTA taught us that in programs which carry over from one year to the next, it is imperative that the *current* leadership of various organizations be consulted during the planning process.

Another area of the election process which needs improvement is that which involves recruitment and nomination procedures. A great deal more community input is needed in this area, and a more organized method for making nominations should be devised. An effort should also be made to involve senior citizens in the community council election process.

Perhaps the area in which greatest improvement is needed is that of information dissemination. Better use of the media could have been made both for promoting interest in the election and dispensing information regarding the Teacher Corps project. The possibility of advertising the election through public service announcements on television and radio should be investigated.

In terms of procedures for conducting the community council election, we offer the following suggestions and observations.

1. Have the current community council plan and administer future elections.

2. Have community members staff the polling places.
3. The location of the polling place (within the school) and the involvement of election workers in encouraging voter participation does have an impact on the number of voters.
4. An open house election does enhance voter participation, but it tends to restrict the opportunity for non-parent voting.

SUMMARY

The Akron Public Schools/Community/Kent State University Urban Teacher Corps Project serves a community which reflects many of the problems currently being faced by urban communities throughout the country: loss of a strong economic base, changing housing patterns, declining enrollment, and deterioration of a sense of community identity.

It was decided that for this project a large council was needed to adequately represent the many diverse groups which are a part of the community. Specific representation was provided for parents, non-parents, teachers, students, administrators, the business sector, and community agencies. The polling place method was selected as the most effective voting procedure, and the election was held in conjunction with the project schools' annual open house programs. It was felt that this method produced a good voter turnout with a minimal amount of expense.

CHAPTER

3

A PRODUCTIVE PARTNERSHIP FOR CHANGE: THE BERLIN/UNIVERSITY OF WISCONSIN-OSHKOSH CASE STUDY

William Wenzel
Richard R. Hammes

Berlin, Wisconsin, is the smallest municipality represented among the case studies. Because of its size the entire school system is involved in the Teacher Corps project; this includes six schools and a total faculty of 89. The project is being carried out in conjunction with the University of Wisconsin-Oshkosh. The population of Berlin is predominately White, and of the population 36 percent is retired. Approximately 25 Hispanic families also reside within the school system's boundaries. The temporary community council served in a liaison role while most of the work for the election was carried out by an election committee approved by the council. Candidates for the election were nominated by petition; at least 15 signatures had to be obtained to have a valid petition.

The entire election was run as if it were a regular school election. All official procedures were followed. Regular election hours were used for voting and election workers were the local officials who ran all local, state, and national elections. The ballots for community council seats were even signed by the chief ballot clerk and assistant clerk.

Although the Spanish-speaking population is less than 6 percent of the total population, the election planners made every effort to include this group in the election. Posters and sample ballots were circulated prior to the election in Spanish and English. Each one of the two polling places had a Spanish-speaking interpreter available for those voters who wanted any information.

In the opinion of the project staff, the seven members elected to serve on the community council represent a traditional pattern for the community. The council is primarily comprised of those active in community affairs.

The purpose of this Teacher Corps project is to plan, develop, implement, demonstrate, evaluate, and disseminate an integrated program of preservice and inservice developmental activities for educational personnel which will foster an improved school climate to enhance learning in children. It is geared particularly toward children from rural, low-income, and migrant (including Spanish-speaking) families. Activities, which are to be directed toward identifying and developing competencies in educational personnel, will integrate theory and field-based experiences. All aspects of the program, from planning through dissemination, will involve the cooperative efforts of the University of Wisconsin-Oshkosh, the Berlin Public Schools, and the Berlin community.

Activities associated with the project will emphasize (1) sensitizing educational personnel to the individual needs of children, especially those children whose values and life-styles differ from those of the majority of educational personnel, (2) developing identification, diagnostic, and prescriptive skills in educational personnel as they work with all children, but especially those who have unique learning problems, (3) identifying and developing alternative roles for helping children (e.g., child advocates, home-school liaisons, and parent aides), and (4) developing curricula and educational materials to help children learn, particularly those children who have unique problems (e.g., children of migratory agricultural workers).

This project has six discrete planning components: Affective Teaching, Teaching Skill Development, Curriculum and Materials, Alternative Roles, Parent Roles and Parent Skill Development, and an integrated model for Preservice/In-service Education. The skills and knowledge assimilated by participants through project activities should result in a direct and positive impact on the education of all children in the Berlin Public School System. In a broader sense it will impact other school systems and other children through the work of education students who graduate from the University of Wisconsin-Oshkosh and secure employment in other school systems. The primary goal of this project is the institutionalization of project activities in the school system, the community (through the community council), and the university's teacher training program. Finally, the project will develop a model useful to other schools, communities, and universities who serve and support similar public school student populations.

The Community

The city of Berlin, located 23 miles from Oshkosh, has a population of slightly over 5,300 and covers about five and one-half square miles.

Berlin's economic base is built on thirteen industries. Ten are involved in some form of clothing manufacturing and three in foundry and metals. Typical of these is Wilson-Heard, a division of Medalist Industries, which employs 400 persons and is involved in manufacturing athletic uniforms. The largest employer in Berlin is the Berlin Foundry, a division of McQuay Perfex, with more than 800 employees. The labor market for

Berlin industries includes an area greater than the Berlin community itself and includes workers from Fond du Lac and the Oshkosh area. As might be expected, a large part of the labor force from Berlin and the surrounding area is made up of unskilled workers.

It is important to note that a significant segment of the population of Berlin is retired. According to data obtained from the local Director of the Senior Citizen Center, 1,900 persons in Berlin and the surrounding area are retired. This is approximately 36 percent of the population of the city.

The city of Berlin has a population characterized by Polish and German backgrounds. Three Catholic churches and three Lutheran churches are supported by the residents. Minority groups living in the city and surrounding area include two Black families living just outside Berlin in the small rural community of Poy Sippi and 25 Spanish-speaking families, former migrant agricultural workers, living on the west side of the city of Berlin. Berlin is a politically and socially conservative community.

Two large farms employing seasonal migrant workers add to the Hispanic base of the community during the summer and fall months. One farm, which produces lettuce, employs 14 families from mid-May through mid-August. The other farm employs about 140 workers from May through October to work various crops including celery, lettuce, and carrots.

The Berlin Public Schools

The Berlin Public School System consists of six schools enrolling 1,861 students and employing 89 teachers. It is a joint common school district and includes a large rural area surrounding the city of Berlin. The district is 200 square miles in area and includes 13 townships; students from the rural areas make up about 50 percent of the total enrollment. The village of Poy Sippi, north of Berlin, is part of the school district.

The six schools in the system include a senior high school (743 students and 43 teachers), a middle school (378 students and 19 teachers), and four elementary schools (739 students and 27 teachers). Two elementary schools are small, rural schools with both single and double-graded classes; the largest elementary school is housed in the same building with the middle school.

The Berlin Public School System is administered by a superintendent in the fourth year of his first superintendency, a business manager with thirteen years of experience, a high school principal with over thirty years of service in the system, a middle school principal who has served in that capacity for eight years, and a supervisor of elementary education who is in his fifth year of supervising and coordinating all of the elementary schools.

An equalized valuation of $1,803,883.00 provides the base of support for the system, with a per-pupil equalized valuation of $969.00 which is approximately half of the state average of $1,812.00. State support in Wisconsin averages about 40 percent of the total school budget. The school budget for Berlin, adopted at the annual meeting held in July 1978, was $1,213,225.00.

The official enrollment of students in Berlin, taken in September 1978, listed a total of 1,749 Anglo-Caucasians, 105 Hispanics, 6 Native Americans, and 1 Black. Fifty-two of the Hispanic students are migrants (17 elementary, 32 middle school, 3 high school) who left the system near the end of October. Approximately 100 migrant students are involved in a summer program jointly sponsored by the Berlin Public Schools and the Cooperative Education Service Agency 13, one of the 19 intermediate agencies in the state of Wisconsin.

Thus, the setting in which the community council election occurred is a small community made up to a great extent of unskilled workers and retired persons, but also including within its borders a significant rural population. A racial minority of Hispanics, former migrant workers who have settled in the community, are juxtapositioned with the dominant Polish-German mainstream of the community. It was within this framework that a representative community council needed to be elected for the Teacher Corps project in Berlin, Wisconsin.

The University of Wisconsin-Oshkosh

The University of Wisconsin-Oshkosh is located in Oshkosh, Wisconsin, a city of 53,000 people situated in the Fox River Valley area, an industrial region that includes the world's largest paper industries. Oshkosh is one of five cities which lie along the west shore of Lake Winnebago. This region is one of the few in the state which is still growing in population.

The University of Wisconsin-Oshkosh, with an enrollment of approximately 10,000 students, is the fourth largest of the thirteen four-year institutions within the University of Wisconsin system. The university provides comprehensive undergraduate and master's level educational programs, with particular emphasis on providing educational opportunities for the residents of northeast Wisconsin. The university and its specialized programs are fully accredited by the appropriate accrediting agencies.

The College of Education and Human Services is committed to providing new educational opportunities for an increasing range of students to better serve the educational needs of historically disadvantaged groups and to provide professional education in the human services area. The college prepares professional personnel to serve the elementary, middle, junior, and senior high schools of the state and nation. Undergraduate curricula lead to the Bachelor of Science degree and meet the requirements for certification in the State of Wisconsin and in many other states. Graduate work is offered in Elementary Education, Secondary Education, Special Education, Guidance and Counseling, Reading, and Curriculum and Supervision.

The college also provides inservice education for teachers in Wisconsin, and faculty members conduct research in various areas related to education. Through the College of Continuing Education, the College of Education and Human Services seeks ways to bring the skills and knowl-

edge of the university to the school systems in our service area. Activities focus upon credit and non-credit courses, workshops, seminars, clinics, and other flexible formats best suited to particular situations. Generally, off-campus programs are offered as a part of the regular university academic program.

The current involvement of the College of Education and Human Services in the Teacher Corps project is a reflection of this continuing effort to bring about positive change in the university service area. The college currently is involved in ten other grants including Title XX Parent Effectiveness Training, Dean's Mainstreaming Grant, Handicapped Training Grant, Career Education Consortium, Man Power Training Workshops, Middle-Path, Family Training Program, Foster Care, School Counselor Preparation Program, and Head Start.

PLANS FOR ELECTING THE COMMUNITY COUNCIL

Proposal Statement

The proposal stipulated that the Berlin School District Title I Advisory Board and the Parent-Teacher Organization should establish a temporary community council which would participate in the planning and implementation of an election to select representatives to a permanent community council. Specific plans for the election process were not outlined in the proposal.

Groups Involved in Planning

The temporary community council functioned primarily in a liaison role during the planning of the election. These people met with citizens at various meetings and worked with the Teacher Corps staff in identifying community resources useful to the project. Most of the detailed planning, however, was undertaken by an election planning committee consisting of four community representatives, the community council consultant, and the associate director of the Teacher Corps project.

Calendar

The following calendar identified the dates on which major election-related events occurred.

August 25	Recruitment of election committee members
August 31	Election committee meeting
September 7	Election committee meeting
September 9	Spanish and English election notices sent to media and to parents by school newsletter
September 9	Election committee meeting
September 14	Second Spanish-English parent newsletter from school regarding election

September 14	Election information sent to all Teacher Corps staff members and planning team participants: Berlin Schools/University of Wisconsin—Oshkosh
September 15	Spanish language election information sent home from schools
September 15	Nomination papers available to candidates
September 21	Election committee meeting
September 28	Election committee meeting
October 2	Nomination papers due in election committee office
October 3	Candidates names printed in media
October 5	Election committee meeting
October 10	Community council election
October 11	Letters sent to successful and unsuccessful candidates
October 19	First meeting of elected community council and election committee

Development of the Plan

The election planning committee met regularly from August 31 to October 5 to develop the election procedures as well as the necessary forms for the community council election. Because of the nature of the election and the Teacher Corps relationship with the Berlin Schools, the committee decided to follow the regular school board election process since voters were already familiar with that format. A Tuesday calendar date, ballot format, voting hours, and polling sites all followed the regular district school board election process. The committee felt that this approach would minimize voter confusion and provide the largest voter turnout.

The following policies were outlined by the election planning committee after extensive thought and discussion.

1. The election process would follow a traditional format familiar to all school district electors.
2. Newspapers and radio would be used to publicize the purpose, place, and time of the election.
3. Candidates would be required to circulate nomination papers as evidence of community support.
4. Any person 18 years of age or older and a resident of the school district for 10 days prior to the election would be eligible to run for office and/or to vote in the election.
5. The community council would include seven members, five of whom would be parent representatives and two of whom would be non-parent representatives (residents who did not have children attending the project schools).
6. The three parent and one non-parent representatives who received the greatest number of votes would serve two-year terms. The other three elected representatives would serve one-year terms.
7. In the event of a recounted and certified tie vote, where the tie would affect the number of members, the membership of the community council would be increased from seven to eight.

THE ELECTION PROCESS

Nomination and Recruitment Procedures

Citizens planning to run for election to the community council were required to submit nomination papers containing fifteen signatures to the community council office in Berlin on or before October 2. Candidates were required to be residents of the school district for at least ten days prior to the election and eighteen years of age or older.

A printed sheet of instructions was developed for each candidate explaining the nomination and voting process. In addition, a copy of the Teacher Corps proposal and a printed document outlining the responsibilities of community council members were made available at the community council office to inform potential candidates. A copy of the instructions to candidates and a statement recruiting candidates were issued through the various media in Spanish and English to provide maximum opportunity for recruitment. An informational meeting was held with the Mexican-American community prior to the election to recruit Mexican-American minority candidates and to urge members of this group to encourage, support, and vote for the Spanish-speaking candidates on the ballot.

As a result of the nomination process, eleven parent candidates and two non-parent candidates were certified, and their candidacies were published in the news media prior to the election for the information of school district electors.

Election Procedures

The community council election was held on October 10, 1978, from 9:00 A.M. to 8:00 P.M. Two project schools were used as the polling sites. Poll workers who had previously served at regular township, city, and school-district elections were used to attain maximum efficiency and knowledgeability. Spanish-speaking interpreters were provided to help non-English speaking voters.

Two separate ballots were used, one which listed the parent candidates and another which listed the non-parent candidates. The candidates' names were printed on the ballot in the order in which they filed their nomination papers. The ballots were commercially printed and required the signatures of the chief clerk and the assistant ballot clerk. Instructions on the ballots explained the voting procedure as well as the varying terms of office for elected representatives.

Prior to voting, electors recorded their names in the election register in accordance with school district voting practices. Challenge forms were provided, but no voter was challenged. One Teacher Corps member was on duty continuously in each polling place to answer project or voting questions and to resolve any issue that developed. A copy of the proposal and a copy of the "Community Council Roles and Responsibilities" document prepared by the project staff were also available for the information of electors.

When the polls closed at 8:00 P.M., the votes were delivered to the Clay Lamberton Middle School and were counted, tallied, and certified by the chief ballot clerk and a Teacher Corps staff member. The candidates who had been elected were notifed by telephone and were later sent letters confirming their election and the date, place, and agenda for the first community council meeting. Unsuccessful candidates received letters thanking them for their candidacy and interest and urging them to consider running for election in October of the following year.

Information Dissemination

From the outset the information dissemination process was aimed at informing the community not only of the upcoming election but also of the nature of the Teacher Corps project and its probable impact upon the community. A media campaign was begun in August which involved the two local newspapers, the shopping news, and two area radio stations. This campaign included public information articles and announcements as well as paid advertisements concerning both the nature of the project and specific election information.

In addition to the media coverage, students took home a series of parent letters during the period from September 9 to October 8. Spanish-speaking parents received letters written in Spanish. During this same period posters printed in both English and Spanish were displayed in those areas of the community where residents tended to gather such as churches and businesses. The director and associate director of the project also addressed various community, civic, and parent groups to present project and election information. Post-election information was distributed to the media on the morning following the election.

Election Costs

The amount budgeted in the original proposal for the community council election was $800.00. The expenditure of $853.00 for activities related to the election process reflect the fact that the initial proposal planning was quite accurate in this budget category.

Expenditures	$853.00
Printing	
Bilingual election announcement posters	
Election forms	
Ballots	
Wages	
Poll Workers	
Translations of printed materials	
Media Advertising	
Travel*	

*The school district encompasses 200 square miles and 13 townships, thus it was necessary to reimburse members of the election committee for travel expenses.

THE ELECTED COMMUNITY COUNCIL

The first meeting of the Berlin/University of Wisconsin-Oshkosh Teacher Corps Community Council was held on October 19 in the media center of the Clay Lamberton Middle School in Berlin.

A profile of the seven-member community council indicates a fairly traditional pattern of representation for the community. The vocational roles of members include a full-time housewife, several teachers, a retail merchant, a railroad supervisor, and a hotel service worker. Their involvement in community service groups includes the PTA, the Chamber of Commerce, Scouting, Job Service Board, Parochial Board of Education, Women's Club, and the Foreign Student Exchange Program. Five parents and two non-parents serve on the council. No racial minorities are members of the council; six members are women and one member is a man.

The agenda at the first meeting included a brief joint meeting with the election planning committee to certify the payment of expenses incurred in planning and carrying out the election. The community council then dissolved the election planning committee. The community consultant was introduced to the newly elected council members as well as the secretary of the community council who was hired at the beginning of the project. The secretary, whose salary is included in the Teacher Corps budget, serves as recorder, clerical person, and bookkeeper for the council. The community council secretary works under the direction of the council chairperson who in turn works with the project secretary hired by the Berlin Schools and the executive secretary of the community council. The associate project director serves as the executive secretary and attends the community council meetings as a non-voting member, serving in an advisory and management capacity.

The next item on the agenda was the selection of a chairperson and vice-chairperson. The council members decided to fill these two positions by drawing lots. This process of selection was used to avoid potential political and group dynamics problems. Because all members were new to the council and no one knew the leadership potential or leadership experience of any other members, members of the council felt that no rational purpose would be served by voting and that it might actually be counterproductive. It was decided that during the development of the bylaws a process would be identified for future leadership selection.

It was next decided that bylaws would be established over the next several months beginning with needs assessment activities which would be coordinated by the Teacher Corps staff. Other future directions include inservicing of council members, establishing a list of council responsibilities, and setting up subcommittee assignments to advise and monitor project activities. Each member was assigned a specific aspect of the project to present to the community for their review and suggestions during the planning stage of the project. For these community presentations a "town meeting" format will be used. Smaller meetings with various community groups and community resource people will also be held.

Members of the council perceive one of its major functions to be the representation of school district residents in joint decision making within the broad outlines of the project goals and activities. In this case the community council serves as the interface between the Berlin community, the policy board, and the university Teacher Corps staff.

CONCLUSIONS

Because the election planning committee did an excellent job, problems related to the election process were kept to a minimum. The one suggestion we would make in terms of procedures for future elections would be that voters be provided with biographical information concerning the candidates to help them in choosing their community representatives.

Perhaps our most serious concern in conducting the community council election involved representation for the community's Hispanic-American population which is comprised primarily of "settled-out" migrant workers. In the Berlin community it is difficult to elect minority representatives when they are competing in an open election with community members who have high visibility and community stature as well as records of community service. Given the open election process, Teacher Corps projects in other sites similar to Berlin may also face this same problem of securing minority representation. It would appear to be difficult, and probably inadvisable given the political and social structure of districts such as Berlin, to reserve a number of candidate slots on the ballot solely for minority candidates.

The Berlin area also has a substantial number of Mexican and Mexican-American migrant agriculture workers who arrive in May and depart at the end of October each year. Their input in identifying the schooling needs of their children is vital, but problems concerning their participation persist. At this time questions such as whether Mexican nationals are eligible to vote and how to secure the participation and/or representation of the migrant workers on the community council remain largely unresolved. Because of the importance of these issues, we hope that they can be addressed at the national level for our benefit as well as for the benefit of projects with similar minority compositions.

SUMMARY

The process which led to the election of the Berlin/University of Wisconsin-Oshkosh Teacher Corps Community Council was both efficient and successful. The council is broadly representative of the community. Professional people, (including two teachers who work in other cities), housewives, business people, nonparents, and parents are members. The community consultant who served during the election process is a Mexican-American, and "settled-out" migrants who are now permanent

members of the community are available as resource people and consultants to the council. The composition of the council will change each year through the election process.

The Berlin/University of Wisconsin-Oshkosh Teacher Corps Project is willing to share its community council experiences and resources with other Teacher Corps projects. The authors view the immediate future of the Berlin Community Council and its relationship with the schools and the university as a positive and productive partnership aimed at bringing about permanent and progressive changes in the schooling of children and the preservice and inservice education of teachers, administrators, and paraprofessionals.

CHAPTER

4

MEANINGFUL COLLABORATION ON BEHALF OF TROUBLED YOUTH: THE FARMINGTON/ OAKLAND UNIVERSITY YOUTH ADVOCACY PROGRAM '78 CASE STUDY

Jacqueline Lougheed
Linda Lentz
William Moskal
Richard Ruiter

The Farmington Public Schools/Oakland University case study is the only youth advocacy project in the Midwest Teacher Corps Network. In addition to the six public schools served, two youth-serving agencies are included in the project's target schools. The unique feature in electing a community council for a youth advocacy project is that many communities are represented in the backgrounds of the young people served by the agencies. Meetings were held at each school and agency to inform faculty and community about the election procedure. A nomination ballot was developed for each public school, and the project's local community council consultant certified the eligibility of each candidate. At the meetings with agency staffs, it was decided to select a staff member from each agency to serve on the community council in loco parentis. *Nonimations were made and separate election meetings were held for each agency.*

Ballot boxes were used in the elections held at the six public school sites. Voters registered at the time they cast their ballots. Staff members at each youth-serving agency voted to select their representatives on the community council. When a tie occurred for one council seat, the three candidates met with staff members and a name was drawn by lot to resolve the tie.

The entire election process was supervised by a steering committee. The group represented several elements of the community, agencies, and project. Because the community had a Cycle XI Teacher Corps project, a council was already in existence which continued to serve until the new group took office.

The Youth Advocacy Program '78 Teacher Corps Project is being cooperatively sponsored by Oakland University, the Farmington Public Schools, the Farmington community, and two youth-serving agencies: Boys Republic and St. Vincent and Sarah Fisher Home (hereafter referred to as Sarah Fisher Home). At the beginning of Cycle XI of the Teacher Corps program, collaborators from Oakland University and the Farmington Schools decided on a programmatic change from a regular Teacher Corps project to a youth advocacy design. Such a design focuses on improving educational programs for troubled youth (youth with social-emotional adjustment and learning problems, many of whom have been involved with the courts and other youth-serving agencies) as well as preparation programs for those who are training to work with troubled youth in school, institutional, treatment, and correctional settings. More specifically, this project is designed to accomplish the following goals:

1. Improvement of school and institutional climates to enhance the adjustment and learning of troubled youth, particularly those from low-income families.
2. Improvement of preservice and inservice professional development programs for those working with (or preparing to work with) troubled youth.
3. Demonstration of more effective and appropriate programs for working with troubled youth.
4. Documentation and dissemination of project findings to schools, institutions, and the community.

The shift to the youth advocacy design was made because of a growing awareness of the need for this type of focus. This follows a growing national concern about adolescent involvement with alcoholism, addiction, truancy, disruption, destruction, violence, withdrawal, and alienation. These have become pervasive problems which may reflect our changing society and our increasingly complex way of life. They may also be a reflection of the way we treat one another and, more specifically, the way we treat our young. Historically schools and communities have tended to reject the troubled and trouble-making students. Attempts to change this destructive pattern have been scattered, involving individual schools, communities, or agencies. Unfortunately such disjointed, uncoordinated measures simply do not work. Impact will come only if schools, communities, youth-serving agencies, and law enforcement agencies join forces in meaningful collaboration on behalf of troubled youth.

This stance implies new commitments in collaboration. It necessitates new distributions of power which foster cooperative planning, implementation, and evaluation in new patterns of interdependency centering on issues of real concern (Freire, 1971). It implies an interdependency in which parents, professionals, and students share a commitment to change and to the evolution of new modes of participation and interaction. With new distributions of power and greater reciprocity in participation and interaction, there must be a willingness to accept changed roles, relationships, and responsibilities. There must also be commitment to analyzing,

evaluating, clarifying, and reaffirming tasks, goals, and values within this collaborative arrangement.

Meaningful collaboration is more than representation or numerical parity on various councils or boards (Joyce, 1978). Meaningful collaboration necessitates new levels of sharing and appreciation of the view each holds of his/her individual and collective worlds. It necessitates breaking down feelings of alienation, building efficacy and access to power within a system, and finding common ground upon which to build new relationships and programs with portent for evolving a better quality of life for all.

This belief in the importance of collaboration is the premise upon which our project's organizational structure was formed and influences the way we see it functioning (see the organizational chart — Figure 1). Within our organization, the community council of eight members has been elected to represent parents and community persons from the participating Farmington Schools and the two youth-serving treatment centers. The council has several functions as it relates to the focus of our project of helping troubled youth. It is responsible for identifying and utilizing community resources, establishing lines of communication, initiating and training a volunteer corps of parents to provide direct services to students and support to staff, strengthening community programs for troubled youth, and designing and assisting the community-based component of the Teacher Corps intern program. In addition to these unique responsibilities, all council members serve on one of the four site-specific task forces.

The task forces represent the schools and institutional sites. Each task force is composed of equal representation from the university, the schools, the community council, and students. Developing, demonstrating, and disseminating programs for troubled youth as well as professional development programs for staff members is the responsibility of each site-specific task force. Beyond task accomplishment, each task force will spend considerable time in team building to assure that meaningful collaboration has an opportunity to flourish. Involving community council members on the task forces guarantees that the community will be an integral part of all phases of the project.

The community council chairperson also serves on both the program council and the policy board. The program council is the program coordinating body for the project and is composed of the task force chairpersons; teacher, administrator, student representatives; and the project's management team consisting of the project director, program development specialist, documentor/evaluator, and site coordinator. Representatives from youth-serving and law enforcement agencies will also be included as members of this program council. The policy board's membership included the dean of the School of Education, the superintendent of the Farmington Public Schools, the chairperson of the community council, the supervisor of Boys Republic, the director of Sarah Fisher, and the director of the Teacher Corps project.

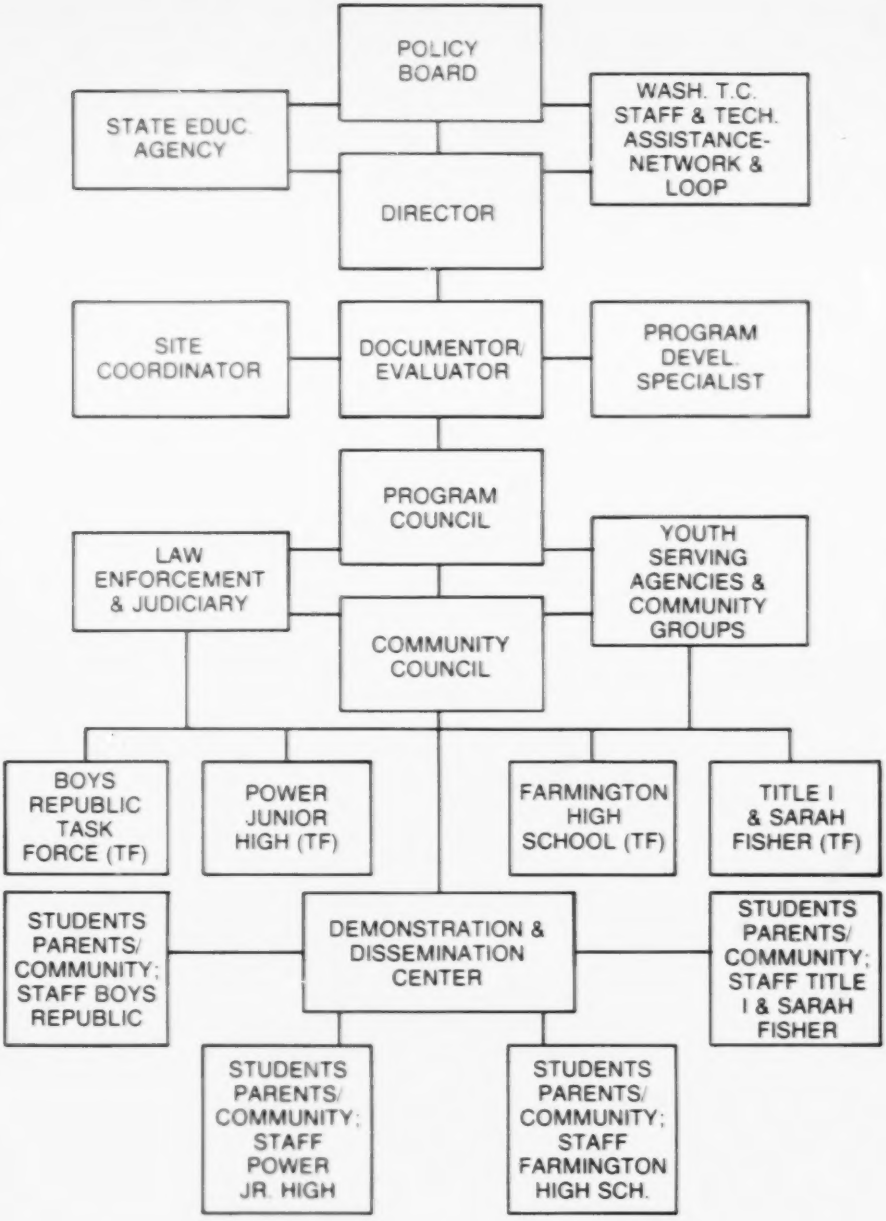
POLICY BOARD
STATE EDUC. AGENCY
WASH. T.C. STAFF & TECH. ASSISTANCE-NETWORK & LOOP
DIRECTOR
SITE COORDINATOR
DOCUMENTOR/ EVALUATOR
PROGRAM DEVEL. SPECIALIST
PROGRAM COUNCIL
LAW ENFORCEMENT & JUDICIARY
YOUTH SERVING AGENCIES & COMMUNITY GROUPS
COMMUNITY COUNCIL
BOYS REPUBLIC TASK FORCE (TF)
POWER JUNIOR HIGH (TF)
FARMINGTON HIGH SCHOOL (TF)
TITLE I & SARAH FISHER (TF)
STUDENTS PARENTS/ COMMUNITY; STAFF BOYS REPUBLIC
DEMONSTRATION & DISSEMINATION CENTER
STUDENTS PARENTS/ COMMUNITY; STAFF TITLE I & SARAH FISHER
STUDENTS PARENTS/ COMMUNITY; STAFF POWER JR. HIGH
STUDENTS PARENTS/ COMMUNITY; STAFF FARMINGTON HIGH SCH.

Figure 1. Organizational plan for the project.

The Community

Farmington, Michigan, is a city of contrasts. Covering 36 square miles on the outskirts of Detroit, the city is marked by poor and deteriorating homes surrounded by new and expensive ones. There is little industry, so the city and schools rely heavily on property taxes for their tax base. The diversity between old and new, poor and prosperous is further compounded by ethnic, language, and racial differences among the 70,000 residents of the city. The community includes fairly large numbers of people who have immigrated from other countries or migrated from other communities for employment or housing.

The community base of this particular project is expanded somewhat by the inclusion of the two youth-serving agencies. The youth in these agencies come primarily from the Detroit area, although some have been referred from communities throughout the state.

The Schools and Agencies

The school population of Farmington includes approximately 13,000 students and 650 staff members. The student population has been declining recently, a trend which is expected to continue for at least another five years.

The feeder schools participating in the Teacher Corps project include four Title I elementary schools, one junior high school, and one senior high school. These schools serve approximately 4,000 students and employ 200 staff members. The demographic statistics vary from one school to another, but on the average the student population is 65 percent White, 30 percent Appalachian White, 3 percent Black, 1 percent Hispanic, and 1 percent Oriental. Other demographic facts of interest in terms of the thrust of this project include the following:

1. Six percent of the student population are second language students.
2. There is a twenty-five percent turnover rate.
3. Twenty percent of the student population has at one time or another dropped out of school.
4. Thirty-five percent of the student population are court or agency-involved youth.

Students from the project schools who have been identified by teachers, counselors, parents, law enforcement officials, or youth-serving agencies as possible participants in our alternative programs for troubled youth include 573 elementary students, 150 junior high students, and 200 senior high students.

In addition to the schools, there are two agencies participating in the project: Boys Republic and St. Vincent and Sarah Fisher Home. Boys Republic is a residential treatment center for adolescent delinquent boys who are emotionally disturbed. Of the approximately 100 boys in the center, 90 percent are court appointed from Wayne County for acts of violence, truancy, and disruption. Most of the boys come from homes in low-income areas. The boys are in a condition of emotional and social

turmoil which is too severe to be contained without treatment, yet not severe enough to require hospitalization. The student population is approximately 50 percent Black, 4 percent Hispanic, 30 percent Appalachian White, and 16 percent White. The school at this agency is part of the Farmington Public Schools.

Sarah Fisher Home is a residential treatment program for approximately 100 neglected, abused, emotionally impaired, predelinquent, court appointed boys and girls, age four to seventeen. Referrals for placement in the Home come primarily from the courts, but some are made through public and private social service and mental health agencies. Of the children residing at Sarah Fisher, approximately 45 percent are Black, 3 percent Hispanic, 35 percent Appalachian White, and 17 percent White. The children are primarily from low-income families. They exhibit varying degrees of emotional impairment and learning disabilities. Nearly all children at Sarah Fisher attend the Farmington schools (those who do not include preschoolers, children attending parochial schools, etc.).

The University

Oakland University is a state supported institution of higher education with baccalaureate, master's, and doctoral degree programs in education, human resources development, health sciences, arts and sciences, engineering, business and management, and nursing. In addition, diversified noncredit courses are offered by the Division of Continuing Education. In each of the programs the university seeks to provide its students with intellectual challenge and opportunity for scholarly and professional growth. Its substantial resources in faculty, research facilities and support functions are all directed to these ends. Current enrollment is approximately 11,500 full-time students. The Teacher Corps program is housed in the School of Education and staff positions for the project are drawn primarily from those regularly appointed members of the staff.

PLANS FOR ELECTING THE COMMUNITY COUNCIL

Proposal Statement

Plans concerning the size and composition of the community council as well as specific plans for electing the council had been carefully formulated prior to the time the project proposal was submitted. It was determined that the council would consist of eight members representing both the public schools and the two youth-serving agencies involved in the project. The following list indicates the exact composition of the council:

1. two parents from Farmington Senior High School
2. two parents from Power Junior High School
3. one parent from Boys Republic

4. one community paraprofessional from Boys Republic *(in loco parentis)*
5. one staff person from Sarah Fisher Home *(in loco parentis)*
6. one parent from the Title I elementary schools

The above representation was deemed most appropriate in light of the dual nature of the role of the elected council members (i.e., service on both the community council and one of the site-specific task forces).

Groups Involved in Planning

The basic planning group for this project's community council election was a steering committee comprised of a representative from a Title I advisory council, a team leader, an intern representative, the site coordinator, the program development specialist, and a student representative. This group was responsible both for planning the election and for overseeing the actual election process. Election plans included in the proposal were also approved by the dean of the School of Education, the superintendent of the Farmington Public Schools, the supervisor of Boys Republic, and the director of Sarah Fisher.

During the proposal preparation an elected community council from the Cycle XI project was still in operation. This proved to be most fortunate in that this group was willing to continue in operation until such time as a newly elected council for Program '78 was functioning. This meant, therefore, that we had the benefit of their thinking in planning and electing the new council.

Development of the Plan

In determining the nature of the election process, the steering committee outlined a series of discrete steps which would be followed in each of the site specific elections. These steps are listed below:

1. brief school and agency staffs
2. send notification letters regarding orientation meetings
3. hold orientation meetings
4. ask those attending the meetings to contact other interested persons
5. hold meetings to determine nomination ballots
6. verify eligibility of candidates
7. send out election information
8. send fliers containing election information home with students
9. disseminate election information verbally and through posted fliers
10. hold site-specific elections at which voters are certified as to eligibility

THE ELECTION PROCESS

Nomination and Recruitment Procedures (Public Schools)

Prior to the nomination of candidates to represent the Farmington community in the Teacher Corps project, orientation meetings were held at Power Junior High School and Farmington Senior High School. At these meetings the overall project goals were discussed, and the roles of the community council and the task forces were described. Those attending the meetings were asked to contact other parent and community members and to encourage them to attend the next meeting at which the nominating process would occur.

At these second meetings a Teacher Corps slide-tape presentation prepared by the Recruitment and Community Technical Resource Centers (RCTRC) and a slide-tape presentation focusing on previous involvement of Teacher Corps in the Farmington community were shown. After a question and answer period, those in attendance paired up and participated in a get-acquainted activity. After returning to the group, each person introduced his/her partner, told why that person was interested in the project, and announced whether or not that person was willing to be a candidate for community council. A nomination ballot was then prepared which included the names of all eligible persons wishing to be a candidate. After this meeting the local community council consultant (LCCC) verified the eligibility of all candidates. Eligible candidates were those who resided within the attendance area of the project schools and who had a child either in the seventh or the tenth grade. This eligibility requirement was decided upon because it was deemed important that those serving on the community council, and subsequently the task forces, should be active for at least three years. This strategy was designed to ensure greater continuity and ownership of task accomplishments.

An open orientation meeting was also held with the district's Title I Parent Council and other interested parents from the project elementary schools. Representatives were in attendance from all of the project elementary schools. A presentation similar to that done at the junior and senior high schools was given, and candidates were nominated in a similar manner.

Election Procedures (Public Schools)

Site-specific elections were held at both the junior and senior high schools. The LCCC, who was responsible for coordinating all of the site-specific community council elections, had arranged for ballot boxes, the printing of ballots, and workers to staff the polling places. On election day the polls opened at 8:00 A.M. and remained open until 8:00 P.M. Each polling place was staffed by a member of the community and by a Teacher Corps staff member. As voters arrived, they were certified as an eligible voter by a poll worker who checked the voters' names and addresses against the registration of their student(s) in the school. Completed ballots were placed in a ballot box where they remained until all voting had been

completed. After the polls had closed, poll workers counted and recorded the number of votes received by each candidate.

At one school there was a tie among three candidates for the second seat on the council. The LCCC and the elected parent met with the three candidates and discussed how the tie could be resolved most equitably. It was decided that the best method would be the drawing of a name, so the tie was resolved using this method. All candidates were notified of the election results both by telephone and in a follow-up letter.

The election of the person to represent the Title I elementary schools was held at a special meeting of interested parents and community members. This open election was conducted on a somewhat less formal basis than those held at the junior and senior high schools.

Election Procedures (Agencies)

Because the Oakland University/Farmington Teacher Corps project is a youth advocacy program, certain special election procedures had to be considered at the two agencies. Children and youth at Boys Republic and Sarah Fisher Home are primarily placed in these institutions by the courts and in most cases they come from unstable home environments. There is the additional problem of varying lengths of stay at each agency, ranging from a few months to several years. Therefore, for the election of a parent representative at Boys Republic, we relied very heavily on the staff's professional judgment. The staff was asked to identify from among the parents those parents who would be able to serve on the community council. These parents were then asked to come to a series of orientation meetings at which the program and the functions of the council were discussed. The parents who attended these meetings elected a representative for the council as well as three alternates. The parent representative and/or the alternates were reminded of their power to call the parent group together at any time for further elections or discussions.

In order for Boys Republic and Sarah Fisher Home to be represented on a consistent and effective basis, the decision was made to have a staff person elected by his or her peers to serve on the community council *in loco parentis*. At Boys Republic an orientation meeting was held for the agency's paraprofessionals, who are also community persons, at which the program and their possible participation on the community council was discussed. A slate of candidates was developed, and one week later an open election was held among members of that group.

An orientation meeting was held for the social service staff, cottage workers, and administrators at Sarah Fisher. The program was described and the responsibilities of a community council representative from their agency were defined. It was decided that a separate staff meeting would be held for the selection of the staff person who would act *in loco parentis* for the youth at Sarah Fisher. The Sarah Fisher representative was selected through an open election at this second meeting.

Information Dissemination

Informing the school and community of the newly funded Teacher Corps project and the opportunity to participate in it was the key to the successful election of our community council. Strategies used to accomplish these goals depend to a large extent upon an understanding of the idiosyncracies of the school and community. For some projects it may be best to work closely with established community organizations that have credibility with the various groups in the community. In other communities, where the majority of people do not rally around one or more identifiable community organizations, it may be more difficult to disseminate information. The Farmington community is representative of this latter type. Consequently, the dissemination of information had to be an integral part of the election plan. It included meetings of various constituencies as well as the dissemination of written material.

First, the management team met with the staff of each institution and agency involved in the project to relay more program information and to thank them for their cooperation in helping define the needs of the institutions and agencies during the writing of the proposal. These meetings were also aimed at soliciting the continued support of these groups. Information disseminated at these meetings related to project goals and the role of the task forces and the community council.

The next step in the dissemination of pre-election information was the sending of letters to parents and other community residents informing them of the community orientation meetings. These meetings were held at each of the four project sites and were open to any resident of the community. At each meeting a member of the Teacher Corps staff explained the overall project goals as well as the role of the task forces and the community council. Minutes of these orientation meetings were sent to community residents; included was a tearoff which could be returned to indicate interest in participating in the project.

Upon the completion of the nomination process, letters were sent to area residents which included biographical information concerning the candidates as well as the time, date, and place of the elections. Fliers giving detailed election information were posted throughout the community and were sent home with students on the day before the election.

The results of the community council election were reported to community residents in various ways. Shortly after the election parents' nights were held at both the junior and senior high schools. A member of the management team attended each of these meetings, brought greetings from the project, and introduced the newly elected parent representatives from the school. Handouts explaining the project were also distributed to parents. This was the first time all parents in each school had an opportunity to learn about the program. Conversations with interested parents were held on a one-to-one basis.

Second, the *Apple Press*, the project newsletter which is published quarterly, was disseminated both before and after the election. Copies of the first issue were disseminated at the IHE, LEA, and the two agencies, as

well as to the parents of seventh and tenth grade students. Project goals, the community council election, formation of the task forces, and efforts of the management team to communicate with parents and staff were the major themes. The second focused specifically on those elected to the community council as well as those selected for membership on the task forces.

THE ELECTED COMMUNITY COUNCIL

Program '78 reflects an underlying assumption that meaningful collaboration is brought about when all project constituents are involved in planning for change, thereby developing ownership in the change process. Community leaders who define and clarify their common plans to meet their needs, gather data, decide on strategies, and execute their own action plans will continue and fortify their allegiance to the project (Watson, 1967).

One of the most powerful strategies to enhance meaningful collaboration and develop relationships within a group is the sensing interview technique (Jones, 1973). This technique, which was used with elected community council representatives, allowed them to discuss the project and their role in its operation in a relaxed and safe environment as they developed rapport with the facilitators and other project personnel.

Sensing interviews were conducted with each member individually at a time and place convenient for the interviewee. Both the LCCC and the program development specialist (PDS) were present during each interview. The limits of confidentiality and the procedure for recording responses were explained to the participants prior to the question-answer period in order to ensure frankness and ownership of the data. The sensing interview tapped a number of general dimensions that were specifically related to the youth advocacy focus of our project. Some of the questions are shown in Figure 2.

The sensing interview process accomplished three objectives:

1. It enabled the gathering of diagnostic information about the group.
2. It provided an opportunity for the management team to clarify their perceptions of the community council as a team.
3. The data gathered increased participant ownership and helped shape the agenda at subsequent planning sessions.

The information obtained through the sensing interviews revealed a wealth of experiences. Two members of the council have eight years of combined experiences as teacher-aides in Headstart programs. Two members are registered nurses. One had worked for 26 years in that capacity until deciding to enter volunteer community work in areas such as the "Right to Life" program and art councils. She also found time to return to school and receive a B.A. in sociology. The other former nurse now works part-time in a medical office and is the historian of her school's PTA. In fact, half of the members of community council at one time held offices on

Content Area	Question
Roles and Organization	A. How would you describe your school to another person? B. How does it compare?
Interpersonal Relations and Perceptions	A. How would you describe your interactions with staff, parents, community, and students? B. How do you they think they see you?
Perceptions	How would you describe the students at this school?
Work Team	What is the major problem at this school right now?
Changes and Organization and Perceptions	A. What best describes the discipline at this school? B. What are your perceptions about rules and their enforcement? C. Does disruptive behavior keep students from learning? D. Does disruptive behavior keep teachers from teaching?
Changes and Here-and-Now	A. What changes should be made at the school right now? B. By whom?
Here-and-Now	A. How do you feel right now? — about interview — about interviewer — about Task Force and Community Council B. Any questions?

Figure 2. Questions used in the sensing interviews.

their PTA's. One parent served for four years as the community coordinator in previous Teacher Corps projects in Farmington. Another parent is an active teacher's aide at a Title I school and is taking evening classes leading to licensing as a medical technician.

The community council representative from Sarah Fisher is a social worker acting *in loco parentis*. His background includes extensive work with disadvantaged youth and mental retardation. The paraprofessional, acting as the community representative from Boys Republic, has been an active teacher's aide and substitute teacher for the past ten years and is an active member in the community.

Other areas of concern revealed by the sensing interviews included the discontinuing of programs, a prison-like atmosphere in schools and/or classrooms, drugs, the feeling that many teachers were not in close touch with the needs of students, and stricter enforcement of school rules since most, if not all, students are disturbed by the few who disrupt classes. The interviews also revealed a general feeling that the needs of the schools should be prioritized and responsibility for change delegated to various groups, including parent and community persons.

At the first meeting of the Program '78 community council it was decided that the only elected officers would be the chairperson and a recorder. These positions were filled by means of an open election held at the first council meeting. The general operating procedures under which the council will function were also decided upon at this first organizational meeting.

CONCLUSIONS

Important issues are raised when a project tries to implement meaningful collaboration. The primary issue involves achieving parity in function as well as in number. By electing the community council and having the chairperson serve on the policy board, it is hypothesized that the community will have parity with both the university and the public schools. This cannot be assumed, however. First, the organizational structure of the program must provide for community input at every level. This has been accomplished in our project through intimate community involvement in the task forces, the community council, the program council, and the policy board.

Second, in order to promote parity in function, there must be team building. Team building focuses on the work group members and increases their involvement with each other as well as with the organization or group they represent. The team building process affords the work group an opportunity to assess its strengths as well as those areas that need improvement and growth. The aim of the team building process with the community council is to improve problem solving capabilities and develop skills that will encourage and foster team functioning.

Third, for meaningful collaboration to occur there must be communication that acknowledges the importance of both the sender and the receiver of the message. It is vital not only that a message is sent, but also that it is received, interpreted, and a confirming message returned to the sender. It is also essential that this exchange of information must be open and honest. Fostering such communication is a major objective of the team building effort with the community council.

SUMMARY

Shared power through meaningful collaboration implies changes in structure, behavior, and communication. The ultimate goal of our project is to improve the quality of life for both troubled youth and adults in the Farmington schools and community and at Boys Republic and Sarah Fisher. The community has a high stake in this goal, and it should have the opportunity to participate in determining the quality of life it wants for itself and its youth. We see team building as a process through which the community can build a more cohesive, mutually supportive, and trusting group that will have high expectations for task accomplishment and will, simultaneously, respect individual differences in values, personalities, skills, and idiosyncratic behavior.

REFERENCES

Freire, P. *The Pedagogy of the Oppressed.* New York: Herder & Herder, 1971.

Jones, J. E. The sensing interview. In J. E. Jones & J. E. Jones & J. M. Pfeiffer (Eds.). *The 1973 annual handbook for group facilitators.* La Jolla, CA: University Associates, Inc., 1973.

Joyce, B. R. *Involvement: A study of shared governance of teacher education.* Syracuse, NY: National Dissemination Center, 1978.

Watson, G. *Concepts for social change.* National Training Laboratories Institute for Applied Behavioral Science, 1967.

CHAPTER

5

A JOINT EFFORT IN IMPROVING LEARNING OPPORTUNITIES: THE LORAIN/ASHLAND COLLEGE CASE STUDY

Ruth Ann Plate
Charles Sanchez
Patricia Mravetz

Lorain, Ohio, with a population of 82,000 is the site of a Teacher Corps project collaboratively developed by the school system, the community, and Ashland College. The three project schools serve a population representing White, Hispanic, and Black families. Leadership in the election of a council was provided by a seven-member interim planning council which met five times during the weeks prior to the election. Candidates were recruited through a petition nomination process. Each nominee had to obtain at least ten signatures to become a qualified candidate. Eight individuals submitted petitions with the required number of signatures.

Voters had an opportunity to vote during a three-hour period between 6:00 and 9:00 P.M. One of the project schools served as the polling place and a total of 74 ballots were cast. The Lorain/Ashland project had the only election procedure that allowed absentee ballots, and a total of seven absentee ballots were cast. Voters were required to register at the time of voting. When all votes were counted, a tie existed between two candidates. The tie was resolved when one of the candidates withdrew her name. A seven-member council was elected.

Throughout the election process information dissemination was a critical part of the project's activities. The bilingual nature of the community made it necessary to distribute news releases in English and Spanish. The information officer of the school district had responsibility for this part of the election process. Fact sheets and election fliers were also printed in English and Spanish. These efforts produced a council with four Hispanics, two Blacks, and one White.

The Teacher Corps project described here has been developed collaboratively by the community of Lorain, Ashland College, and the Lorain City Schools. It is an interdisciplinary training project designed to carefully develop and implement a plan to strengthen educational opportunities in an area having concentrations of low-income families, to broaden the programs of teacher preparation, and to assist Ashland College and the Lorain City Schools as they seek to improve training and retraining programs for all educational personnel employed in the project schools.

Three primary needs have been identified which will serve as the major focus of the Ashland/Lorain project:

1. to improve student reading achievement in schools with concentrations of children from low-income families by improving the competency of all educational personnel employed in project schools

2. to provide students an education that is multicultural and sensitive to the needs of diverse cultures by improving the competencies of all educational personnel employed in project schools

3. to provide students an educational program which addresses a wide range of variability in children including the specific identification, diganosis, and prescription of learning activities to meet the needs of students with learning and behavioral problems by improving the competencies of all educational personnel employed in project schools

The Community

Lorain, Ohio, is located on the southern shore of Lake Erie approximately 30 miles west of Cleveland. Located within an area of widespread urbanization, Lorain relies extensively on its heavy industry for its economic base.

The community is unique in the vigorous pride it displays for its diverse ethnic population. Each summer 55 organized ethnic groups come together in a celebration called the International Festival. Each group contributes to the festivities through exhibitions of its native music, dance, and food.

According to the 1970 Census of Population and Housing, Lorain has a population of 78,539 persons; of these 18,287 are of foreign stock and 7,366 are Black. Figure 1 illustrates the foreign stock groups identified by the Census of Population and Housing.

All Persons (Total Population)	78,539
Native of Foreign or Mixed Parentage	13,460
Foreign Born	4,827
TOTAL FOREIGN STOCK	18,287
United Kingdom	967
Ireland (Eire)	310
Sweden	46
Germany	1,210
Poland	2,463
Czechoslovakia	1,919
Austria	973
Hungary	2,157
U.S.S.R.	724
Italy	2,127
Canada	535
Mexico	1,022
Cuba	49
Other America	84
All Other Not Reported	3,881
Persons of Spanish Language	8,926
Persons of Puerto Rican Birth or Parentage	5,944

Figure 1. Foreign stock groups living in Lorain, Ohio.

The Lorain City Schools

The Lorain City School District serves a racially, culturally, and economically diverse population. At present the student population includes 14,282 students, approximately 60 percent of whom are Anglo-Caucasian, 19 percent Spanish, 18 percent Black, 2 percent Native American, and less than 1 percent Asian American. The following chart indicates the number of students in each of these groups.

Anglo-Caucasian	8,637
Spanish	2,762
Black	2,574
Native American	282
Asian American	27

Figure 2. Ethnicity figures for the student population of the Lorain City Schools.

Many of the Anglo-Caucasian students are of first and second generation Eastern European extraction (non-English speaking or bilingual homes). The majority of the Hispanic students are from Puerto Rican or Mexican backgrounds; in many of the homes of these students Spanish remains the primary language.

There are 20 schools in the Lorain City School System which are staffed by 754 professional personnel. Included are twelve elementary schools (K-6), three combined elementary and junior high schools (K-8), two junior high schools (7-8), and three senior high schools (9-12).

The three site feeder schools — Lowell Elementary School, Whittier Junior High School, and Southview Senior High School — serve a population of approximately 2,681 students. Of these, 32 percent are from low-income homes. The professional and support staff in the three schools totals approximately 222. The following chart presents relevant information concerning the ethnic composition of the project schools.

	Number of Students	No. Anglo-Caucasian	% Anglo-Caucasian	No. Hispanic	% Hispanic	No. Black	% Black	No. Native American	% Native American	No. Asian	% Asian
Lowell	587	242	41.2	307	52.3	28	4.8	5	0.9	5	0.9
Whittier	659	314	47.7	265	40.2	66	10.0	14	2.1	0	0.0
Southview	1,435	733	51.1	592	41.2	101	7.0	9	0.6	0	0.0

Figure 3. Ethnic composition of the project schools.

Ashland College

Ashland College, founded in 1878 in Ashland, Ohio, is a private institution located in the north central part of the state, 46 miles south of Lorain. Of the 1500 students who attend Ashland College, 600 are enrolled in teacher education. There are an additional 150 students enrolled in the graduate education program. The combined full-time undergraduate and graduate faculty number sixteen, three of whom have had prior experience with federal projects and proposal writing.

The teacher education program at Ashland College has been approved by the National Council for Accreditation of Teacher Education and the Ohio Department of Education. The four-year undergraduate curriculum in education leads to the degree of Bachelor of Science in Education and certification at the elementary or secondary level with additional certification available in the following areas:

1. the interdisciplinary teaching of reading in grades K-12
2. teaching the educable mentally retarded
3. teaching the learning and behaviorally disabled

4. speech and hearing therapy
5. teaching the moderately, severely, or profoundly retarded (one of the first of such programs to be considered for approval by the Ohio Department of Education)

The Ashland College graduate education program has been approved by the Ohio Department of Education, the Ohio Board of Regents, and the North Central Association of Colleges and Schools. The Master of Education degree may be obtained in Curriculum and Instruction, General Supervision, and Reading Supervision. Students can also earn the M.Ed. with course work leading to certification as an elementary or secondary principal. Although the M.Ed. is not offered in special education, graduate courses are offered for certification in teaching the moderately, severely, or profoundly retarded.

In conjunction with the collaborative effort of Ashland College, the Lorain City Schools, and the community of Lorain to develop a teacher inservice program that improves teacher effectiveness, it is the intent of Ashland College to carefully reexamine its graduate education program. The following components, which are being developed as a part of the Ashland/Lorain Teacher Corps Project, will be considered for institutionalization at Ashland College and will be recommended to the Ohio Department of Education for dissemination to other teacher training institutions:

1. competence in providing reading instruction in all content areas in grades K through 12 for students residing in low-income areas (as validated by Ohio reading certification with an option to acquire certification in reading supervision)
2. competence in providing interdisciplinary multicultural learning experiences that demonstrate sensitivity to children of diverse cultures
3. competence in providing diagnostic-prescriptive instruction to identify and attend to the needs of students with learning and/or behavioral disabilities
4. competence in facilitating and supervising the field experiences of teacher interns and teacher education students who will be required to demonstrate competencies 1, 2, and 3 (as well as others) in compliance with the Ohio Teacher Education Redesign mandate

PLANS FOR ELECTING THE COMMUNITY COUNCIL

Proposal Statement

The proposal for the Ashland/Lorain Teacher Corps Project describes the role and responsibilities of an interim council in planning the community council election. It was specified that the ESEA Title I Parent Advisory Committee at Lowell Elementary School (there were no such committees at Whittier Junior High or Southview High School) would serve as the interim

council. Because this committee would represent a limited population, it was further specified that additional individuals and organizations within the project area should be invited to assist in the planning of the election.

Other items specified in the proposal include the following:

1. The election would occur in an open public meeting within three months of the awarding of the grant.
2. A community council of at least seven members would be elected.
3. Terms of the community council members would be staggered to ensure continuity of effort. Approximately one-third of the membership would be elected to a one-year term, one-third to a two-year term, and one-third to a three-year term.
4. Persons seeking a position on the community council would be nominated and elected to specific terms (i.e., terms of one, two, or three years).
5. At least one member of the council would have a child enrolled in a project school and at least one member would be a non-parent residing within the project area.
6. Efforts would be made to encourage representation on the council of the various ethnic groups represented in the community to be served by the project.

Groups Involved in Planning

The group responsible for overseeing the election plans consisted of a representative of the dean of the Education Department at Ashland College, a representative of the superintendent of the Lorain City Schools, and the chairperson of the interim council. The bulk of the actual planning was done by the interim council in conjunction with the Teacher Corps staff.

The parent advisory committee which had helped with the planning of the proposal was, unfortunately, not available for membership on the interim council. Therefore, the local community council coordinator recruited seven members of the South Lorain community to serve as an interim council; this group included two Blacks, two Anglos, two Hispanics, and one Native American.

A great many community organizations were also contacted during the planning process to maximize input both from the community in general and from the various ethnic groups represented in the community. The following list identifies those groups that were contacted:

1. Mexican Mutual Society
2. Club de Verceranos
3. Catholic Youth Organization
4. Centro de Servicios Sociales Para
5. Hogar Puertoriqueno
6. Club los Unidos
7. Spanish Senior Citizens
8. Project Libros-Lucille

9. Accion Latina
10. Pearl Village Advisory Committee (Appalachia)
11. Director of Lorain's Bilingual/Multicultural Program
12. Communication Action Agency of Lorain
13. Lorain PTA
14. Area Churches
15. Veterans groups

Calendar

The following calendar specifies the dates on which the major events of the election occurred. Although the planning process occurred over a period of nearly three months, the bulk of the election activities were concentrated in the final month preceding the election.

September 6	News releases announcing Teacher Corps orientation meetings
September 20	Community meetings at Lowell Elementary School and Southview High School
September 20	Petitions available to all interested persons at orientation meetings and election headquarters
September 29	Last day for filing petitions
October 2	Ballots taken to printer
October 6	Printing deadline for ballots
October 10	Election Day
October 19	Community council organizational meeting
October 31	Teacher Corps deadline

Development of the Plan

Most of the planning for the Ashland/Lorain community council election was done by the interim council and the Teacher Corps staff. Five planning sessions were held in which details concerning the election process were discussed and decided upon. Tuesday, October 10, 1978, was the date selected for the election. The council decided that a seven-member community council would be elected, and that members would serve terms as outlined in the project proposal.

In conducting the election, it was decided that a 44-item election check-list would be followed. (This checklist was developed by the Recruitment and Community Technical Resource Center at Wayne State University, Detroit, Michigan.) The council also developed nomination and recruitment procedures, plans for the registration of voters, and a method for absentee balloting.

Finally, the interim council mapped out an advertising campaign by which election information would be disseminated to residents of the community and developed a plan for recruiting eligible candidates to run for the community council.

THE ELECTION PROCESS

Nomination and Recruitment Procedures

Staff members on the Ashland/Lorain Teacher Corps Project made an extensive effort to recruit a diverse group of candidates for the community council election. Orientation meetings were held at Lowell Elementary School and Southview High School, as well as at Sacred Heart Chapel, the largest Catholic Hispanic church in the area. Community residents were also urged to run for the community council through newspaper advertising, fliers sent home with school children, and through contacts with various community residents.

A person wishing to run for the community council obtained a petition at one of the orientation meetings, from a member of the interim council, or from the local community council coordinator. After obtaining ten signatures from members of the community, the person running for council filed this petition at election headquarters (the office of the community council coordinator). A total of eight community members filed petitions. After the eligibility of the candidates had been validated, all eight names were placed on the ballot.

Election Procedures

The community council election for the Ashland/Lorain Teacher Corps Project was held at Whittier Junior High School on October 10, 1978. Voting hours were from 6:00 P.M. to 9:00 P.M. Eligible voters included persons living within the attendance area of the project schools who were 18 years of age or older.

Upon arriving at the polls, voters were asked to record their names and addresses on a registration sheet which was then validated by the registration clerk. This person was a long-term resident of the community who had also served on the interim council. Voters were next given a ballot which included the names of all candidates; voters were asked to vote for seven of the eight candidates. After completing the ballot, voters handed it to another clerk (also a member of the interim council) who deposited it in the ballot box. Voting was heaviest during the period from 6:00 to 7:00 P.M. when more than half of the total 74 votes were cast.

After closing the polls, members of the interim council counted the ballots twice and tabulated the results. The director and coordinator from the Teacher Corps project photographed the various stages of the election process for purposes of validation and documentation. In addition, a letter stating that the election results were valid was signed by the poll workers.

Candidates were notified of the election results first by telephone, and later by an official notification letter. An unexpected problem which arose after the counting of the ballots was a tie for the final seat on the community council. After extensive discussion, it was determined that the tie would be broken by the toss of a coin. This became unnecessary, however, when one of the candidates withdrew in favor of her opponent.

Information Dissemination

During September the Teacher Corps staff began the process of disseminating pre-election information to the community. News releases were prepared for the local paper, *The Journal*; for the school system's *Staff Update* publication; and for *Accion Latina*, a newsletter written in Spanish which serves the Hispanic community. These releases were issued through the public information office of the Lorain City Schools. Bilingual (English and Spanish) fact sheets which provided general information regarding the Teacher Corps project were sent to the schools and distributed to teachers and students. The project coordinator also gave presentations at all area PTA and PTO meetings as well as at various churches, clubs, agencies, and organizations in the South Lorain area. Public service announcements concerning the project were also made over two local radio stations, WZLE and WLRO.

During October the focus of the information dissemination process was shifted to specific election information. Under the direction of the project coordinator and the interim council, a campaign was undertaken to advertise the election by distributing 3,000 bilingual fliers at area shopping centers. Community educators and volunteers were hired to distribute the fliers during a two-day period. Posters, which were made by students in the art department of Lorain High School, were strategically placed in area churches and stores.

Several days prior to the election a half-page advertisement was placed in *The Journal* as an official notice of the upcoming election. In addition, a youth group from the South Lorain Spanish Social Service Center participated in the house-to-house distribution of fliers which also provided specific information concerning the election. These young people were briefed prior to the distribution program to enable them to answer questions which they might encounter from members of the community.

An unexpected plus in the information dissemination process was an editorial published in *The Journal* shortly before the election. The newspaper editorially supported the project and urged residents of the community to participate in the election.

Post-election information was also disseminated using *The Journal* to notify community members of the election results and *Staff Update* to notify interested school personnel.

Election Costs

The costs incurred in electing the community council are identified in the following list.

Advertising	$300.00
Half-page election ad	
3,000 project fact sheets	
2,000 election fact sheets	
Compensation of workers ($3.50/hr.)	150.00
Distribution of fliers at shopping centers	
Poll workers	
TOTAL	$450.00

THE ELECTED COMMUNITY COUNCIL

The elected Ashland/Lorain Teacher Corps Community Council includes seven representatives. Of these, five are teachers, one is a retired economist, and one is an electrician at a United States Steel plant. Of the five teachers, two teach at the project elementary school, two teach at non-project elementary schools, and one is a parent/student advisor at the project junior high school.* The council is comprised of four women and three men; the ethnic composition of the council is two Blacks, four Hispanics, and one Anglo.

The first meeting of the community council was held on October 16, 1978. At this meeting a chairperson and co-chairperson were elected. Nominations for these positions were received from the floor, and unanimous decisions were rendered on both choices. The two teachers from the project elementary school were selected to fill the two leadership positions, but on the council they will be representing the community in which they live rather than the school in which they teach.

At later meetings the council developed its constitution and bylaws and then moved on to its responsibilities in collaborative planning, community-related activities, needs assessment, and training activities.

CONCLUSIONS

Conducting an election was a new experience both for the members of the interim council and for the Teacher Corps staff. Although those of us who were involved in the election process perceive it as having been successful, there are areas in which improvements could have been made. In our efforts to disseminate information, it would have been helpful to have included biographical information regarding the candidates. We feel that such information might have resulted in a better informed electorate.

Another area which should have been addres ed prior to the election is the development of a contingency plan to be used in the event of a tie. When this contingency did arise in our election, we found ourselves hastily establishing a policy after the fact. Although we were relieved of the problem by the withdrawal of one of the candidates, a predetermined policy would have been preferable.

Perhaps our greatest area of concern dealt with the relatively low number of voters who participated in the election. In reassessing the situation, we feel that our efforts to notify the public were quite adequate. We have, however, determined two factors which might have affected voter turnout: (1) the election was held during the World Series, and (2) the evening voting hours might well have discouraged many voters,

*Due to concern over the number of school employees on the council, the decision has been made to expand the size of the council to either nine or eleven members in an effort to increase community representation. The constitution allows for this expansion through consensus of the council. The community council is taking an active role in planning and carrying out the expansion process.

particularly the Hispanic population among whom family activities take precedence during the evening hours. We believe that extended voting hours, preferably lasting throughout the day and evening, might have significantly increased voter participation.

SUMMARY

The Ashland/Lorain Teacher Corps Project is designed to improve the educational opportunities in an extremely diverse community. The community council election was considered successful despite the relatively few constituents who participated in the election. The elected council members not only represented the ethnic makeup of the community but also indicated a strong desire to get involved. The vigorous campaign to disseminate information throughout the community resulted in a constituency who is at least aware of the project and its goals for the community.

The community council has become an integral part of the collaborative decision-making process. The role of the council parallels that of the other two members of the tripod in providing opportunities for viable contributions in meeting the goals of the project. Thus, the success of the election should be determined by the quality of its elected members and their willingness to take part in the joint effort to improve the learning opportunities of everyone involved in the project.

CHAPTER

6

EDUCATION AS A COMMUNITY RESPONSIBILITY: SOUTH-WESTERN CITY SCHOOLS OHIO STATE UNIVERSITY CASE STUDY

Evelyn B. Freeman
James H. Finkelstein

South-Western City Schools is a large system just outside Columbus, Ohio. Although predominately White, the community has several identifiable cultural elements. Most notable among these is an Appalachian population which comprises nearly 40 percent of the total population served by the school system.

In the South-Western/Ohio State project an election committee, approved by the policy board, was used which developed all election plans. A self-nomination caucus was the method used to recruit and nominate candidates. A total of 15 candidates placed their names in nomination. The election committee then organized the ballot to assure representativeness in terms of attendance areas, voter groups, and cultural elements. To accomplish this, the ballot was divided into categories such as elementary school candidates, at-large candidates, etc. Four polling places, which were open throughout the day, gave area residents ample opportunity to participate in the election process.

Students from the high school government class, under adult supervision, served as poll workers. Both student and adult workers were trained by students participating in a social studies methods course at Ohio State University. Vocational education students at the project high school also participated by constructing the ballot boxes used in the election. Newspaper and television coverage highlighted the student involvement in the election process.

The election resulted in the establishment of a nine-member council which reflects the diversity of the community which it serves. It also provided a valuable learning experience for students at both the secondary and university levels.

Education as a "community" responsibility is the theme of the Ohio State University/South-Western City Schools District Teacher Corps Project. When education is viewed as a "community" responsibility, attention is focused not only on the many parts of the community such as children, teachers, or teacher educators, but on the interaction and collaboration among these "community" members as well. A project which focuses on any single aspect of education without giving corresponding attention to influencing factors may not be successful. An understanding and acceptance of these principles led to the development of the following goals for the Teacher Corps project:

1. to increase parent-school interaction
2. to expand the role of the school in the community
3. to strengthen and expand the role of the parent as the most important influence in a child's life
4. to establish more consistent expectations and practices throughout the education feeder system
5. to strengthen the individual self-concepts of both children and adults

The Community

The community served by the project is located in the northeastern corner of the South-Western City Schools District, sharing a border with the city of Columbus and the Columbus Public Schools. Of all the communities which lie within the district, the community served by the project schools is closest to Columbus, with a small section of the project area actually located within the Columbus City limits.

The median family income in the entire school district is $11,224 and is slightly less, $10,750, in the community served by the project schools. The median education of persons 25 years of age and older in the area served by the project schools is 11.7 years with 65 percent having completed high school. In the project community most employed persons work either in manufacturing or in retail positions. The entire area served by the school district has a minority population of approximately 3 percent, and the community served by the project schools reflects this district average. About 40 percent of the residents within the project area are of Appalachian descent.

There is no heavy industry within the project area nor are there any major retail establishments. The types of dwellings include single family homes; private housing developments; low-income, federally-subsidized housing complexes; trailer parks; and apartments. There are many churches within the community, but there is no community center within its borders.

South-Western City Schools District

The South-Western City Schools District is located in the southwestern corner of Franklin County near Columbus, Ohio's capital city. The

district includes six municipalities and villages ranging from "big city" to "small town" to "rural farm" in character.

South-Western is an independent city school district having its own board of education and administrative team. The district is not affiliated with a county board of education nor is it part of a joint school district. The school district enrolls approximately 17,500 students and employs 974 certificated and 554 support staff, making it the ninth largest school district in Ohio. With nearly 90,000 people living within the district's 127 square miles, South-Western is also one of Ohio's largest school districts in terms of territory served. Because of its vast geographic area, the district provides daily transportation for nearly 12,000 students.

The system operates 28 schools, including one technical high school and two special schools. The 25 regular schools in the district are divided into three feeder systems, each served by one high school, one or two middle schools, and at least four elementary schools. The district also has a federally funded Head Start program for 300 pre-schoolers. Elementary school enrollments range from approximately 250 to over 700 with 11 of the 17 elementary schools receiving Title I services. The five middle schools (grades 6, 7, 8) have enrollments ranging from approximately 700 to 925 students. The three district high schools serve grades 9 through 12 with the enrollment of two of the high schools exceeding 2,000 and the enrollment of the third nearing 1,200.

Of the certificated staff employed by the district, 96 percent are White, 3 percent are Black, and 1 percent are other minorities. These percentages closely parallel the racial composition of the student and community populations: 95 percent White student population and 97 percent White community population.

Most teachers in South-Western have completed academic work beyond the bachelors degree with over 25 percent having completed a graduate program. An additional 10 percent are near the completion of their graduate programs. The average teacher has had nearly eight years of classroom experience, most of it in South-Western.

The schools in the project area represent a complete and closed feeder system known as the Franklin Heights attendance area. The smallest of the feeder systems within the district, it serves approximately 4,100 students who attend four elementary schools, one middle school, and one high school. In addition, the Franklin Heights attendance area is the only feeder system in the district in which all elementary schools are Title I eligible. The percentage of children eligible for Title I services in the project schools ranges from 9 percent to 37 percent with an average of 23 percent. The number of Title I eligible children in the entire district is slightly less than 14 percent.

The four elementary schools within the Franklin Heights feeder system are of two basic sizes: two schools have an average enrollment of 350 students and two have an enrollment of about 750. The middle school has approximately 900 students and the high school has 1,100 students.

The size of the professional staff varies proportionately with the size of the school. The two small elementary schools have professional staffs of

about 15 each, the two larger elementary schools 27 each, the middle school a staff of 40, and the high school has approximately 70 staff members.

The minority student population in the entire feeder system is less than 7 percent with no school exceeding 15 percent and two schools with less than 2 percent. Most students come from white, blue-collar families. Approximately 40 percent of the students from the Franklin Heights area are of Appalachian descent.

The teaching staff in the Franklin Heights area accurately reflects the minority composition of the student body with approximately 5 percent of the staff representing ethnic minorities. (One teacher is of Asian origin, all other minority staff members are Black.) The teaching staff at the elementary schools is primarily female while just over half of the staff at the secondary level are women. The building administrators include two female and four male principals.

Ohio State University

Ohio State University is a comprehensive, public-assisted urban university founded in 1870 with funds provided through the Morrill Land-Grant Act. Today, with 50,000 students and 3,700 faculty on the Columbus campus, the university has become the largest single-campus academic center in the United States.

The university organization consists of a graduate school and 16 colleges. Within this broad educational sphere exists the College of Education which is composed of nine academic faculties and the School of Health, Physical Education, and Recreation. The College of Education is the largest teacher-training institution in the state of Ohio and one of the largest in the entire country. In 1977 the College of Education received more than 5 million dollars in grants and contracts from state, federal, and private agencies to operate a wide range of educationally-related programs.

The College of Education has enjoyed a particularly close working relationship with the South-Western City Schools District. At least 50 percent of the system's professional staff are graduates of Ohio State University. Virtually all of the staff in the Franklin Heights project schools with graduate degrees received them at Ohio State. In addition to the traditional preservice and graduate course work offered by the College of Education, the staffs of the project schools have participated in a variety of activities sponsored by the College of Education including Freshman Early Experience, inservice mini-courses, dissertation studies, and faculty research projects.

The Teacher Corps project has been undertaken by the College of Education and its nine academic faculties. The project is administered through the Academic Faculty of Early and Middle Childhood Education. The chairperson of that faculty, a principal writer of the proposal, is the project liaison and also serves on the policy board with the dean of the College of Education.

PLANS FOR ELECTING THE COMMUNITY COUNCIL

Proposal Plans

The statement in the proposal relating to the election of the community council provided sufficient flexibility in terms of planning for the community council election. The proposal specified the following:

1. Decisions related to the size, composition, and election procedures for electing a permanent community council will be developed by the temporary community council.
2. The temporary community council will submit recommendations to the policy board, seeking approval for a community-wide election to elect members of a permanent community council.
3. A community-wide election will be held by the policy board to fill positions on the permanent community council.
4. Elected council members will meet to organize themselves and to establish bylaws and guidelines for the conduct of business.

Groups Involved in Planning

The bulk of the planning for the community council election was undertaken by project staff members and by an ad hoc committee convened at a planning retreat held in August of 1978. This group consisted of the superintendent, the director of federal relations and research for the district, a teacher, the chairperson of the temporary community council, a parent, the project director, and the assistant project director. Final decisions in several areas were left to the discretion of the policy board, comprised of the chairperson of the temporary community council, the dean, and the superintendent. The final election plan was submitted to and endorsed by the temporary community council.

Calendar

Due to the limited amount of time provided by the regulations for conducting the election, the calendar was tight.

August 21	Initial plan presented at retreat
August 30	Policy Board meeting
September 11	Meeting of temporary community council
September 14	Meeting of election committee
September 28	Election caucus
October 2	Ballots to the printer
October 4	Training of the adult poll workers
October 5	Training of student poll workers
October 10	Election Day

Development of the Plan

At the National Training Conference in Washington, D.C., information dealing with the election of the community council was presented. Using this information as a framework, the project director and assistant project director developed an initial plan for conducting the community council election. This plan involved the use of nominating petitions and the polling-place method for voting. At a planning retreat held in August the plan was presented to a group of school administrators, teachers, parents, and OSU faculty who felt that it failed to adequately deal with the issue of representation. Ideally a council should reflect the diverse social, cultural, and economic backgrounds of the community; the group felt, however, that the use of nominating petitions would discourage the participation of low-income residents, thus resulting in a council which represented only the middle-class segment of the community already active in civic groups.

To deal with the dilemma of insuring fair representation on the council, an informal committee met separately during the retreat. After considering several alternative plans presented by the project director, the group decided that a community council election caucus would be held to generate the ballot. The policy board was given responsibility both for determining the composition of the community council to insure an equitable representation of various community groups and for selecting the election committee which would oversee the election caucus and organize the ballot. The following distributions were decided upon by the policy board:

Community Council — 9 members

- 4 representatives, one from each of the elementary school attendance areas
- 1 member elected at-large (non-parent)
- 2 members who previously or at present have children in the Head Start Program
- 2 members who previously or at present have children in Title I

Election Committee — 14 members

- 6 parents, one from each of the project schools (appointed by the principal)
- 1 principal (appointed by the superintendent)
- 1 central office administrator (appointed by the superintendent)
- 1 clergy representative
- 1 Franklin Township trustee
- 1 business representative
- 1 teacher (appointed by the teachers' union)
- Head Start Director
- Title I Director

Additional issues decided by the policy board included the following: (1) all council members would serve five-year terms, (2) in the event of a vacancy on the council, the election committee would reconvene to select a successor, and (3) individuals 18 years or older who reside within the project attendance area would be eligible both to vote and to be a candidate.

The policy board also recommended that the initial phase of community involvement be kept low-keyed. Board members felt that community residents are often wary of projects which "oversell" themselves and that the goals of the project should be developed gradually to insure strong and lasting community support and involvement.

THE ELECTION PROCESS

Nomination and Recruitment Procedures

The election committee, which was comprised of individuals knowledgeable about the community, met to arrange the procedures for publicizing and conducting the community council election caucus. The committee also elected a chairperson and prepared a candidate profile sheet which each candidate would complete. Committee members agreed to play an active role in encouraging community residents to place their names in nomination.

The election caucus was held on a Thursday evening at the project high school, a location well-known in the community. The chairperson of the election committee conducted the caucus which was attended by the election committee, the project staff, and interested community residents. An overview of the project and the role of the community council was first presented and questions were answered. Fifteen individuals then placed their names in nomination for the nine positions on the council and were asked to complete candidate profile sheets.

The chairperson then adjourned the meeting and the election committee went into closed session. During this portion of the caucus the committee prepared the ballot by assigning each candidate to the appropriate category (i.e., Head Start, Title I, at-large, or an elementary school attendance area). Actually four separate ballots were developed since residents in each of the elementary attendance areas would elect one representative and all residents would vote for Title I, Head Start, and at-large members. Election committee members later telephoned the candidates to confirm their respective positions on the ballots.

Election Procedures

The use of polling places was deemed to be the most appropriate method for voting, and the four project elementary schools, easily accessible to the majority of community residents, were chosen as polling sites. To maximize the voter turnout, the election was held in conjunction with Open House at the elementary schools.

Separate ballots were printed for each of the polling sites since residents in each of the elementary attendance areas would elect one representative and all residents would vote for the Title I, Head Start, and at-large members. The order of names on the ballot was rotated, and ballots were numbered by hand using a Bates numbering machine (a manually operated device which can be set to stamp numbers consecutively).

Students in government classes at the project high school were recruited to work at the polls. In preparation for their work, the high school students visited the Franklin County Board of Elections and received training from undergraduate education students taking the social studies methods course at OSU. In addition to the students, five adults were hired to work at the polling sites, one to oversee the entire election and one to supervise at each of the four polling sites. These adults and the OSU students received training from the project director.

On election day the polls opened at 6:30 A.M. and remained open until 9:00 P.M. Individual school principals had determined the location of the polling place within each building. Materials at each site included a table, chairs, pencils, ballots, a locked ballot box (constructed by students from the vocational high school), and ledgers. These ledgers contained an alphabetical listing of the streets within the attendance area of that polling place. Persons wishing to vote were asked to sign their names and addresses on the appropriate ledger page.

Information Dissemination

Pre-election information was disseminated within the framework of the policy board's desire to keep the election low-keyed. The community newspaper, *The Columbus West Messenger*, which is distributed weekly throughout the project area without charge was most cooperative in providing coverage. An introduction to the project appeared in the September 18th issue, a full page ad announced the caucus and presented a sample candidate profile sheet in the September 25th issue, and the voter's guide to candidates appeared in the October 9th issue. During the week of October 2 the notice of election was included in the weekly advertising packets delivered door-to-door throughout the project area. Two notices, one announcing the caucus and one which included the voter's guide, were sent home with Head Start and elementary school children and were distributed at the largest church in the community. Various articles about the project and the election also appeared in newsletters sent out by individual schools. Another community newspaper, *The Grove City Record*, which serves a peripheral area of the project, also ran an article announcing the caucus.

The participation of the high school students who worked at the polls was highlighted in an article in the *Columbus Sunday Dispatch* on October 8th and by radio spots on several radio stations prior to the election. On the night of the election, an interview with the high school teacher whose students worked at the polls was aired on a local television news show.

Following the election, announcement of the results appeared in the two community newspapers and in the individual school newsletters.

Election Costs

The following list details the costs incurred in electing the community council.

Printing costs (ballots, publicity, etc.)		$ 499.45
Full page ad in local newspaper		252.00
Supplies (ledgers, pencils, etc.)		13.68
Consumer Communication Service (distributed publicity door-to-door)		155.00
Poll workers		247.50
Ballot boxes (made by students at Technical High School)		72.00
Food for student poll workers (lunch and dinner)		82.48
Janitors (paid for opening building early)		20.00
	TOTAL	$1,342.11

THE ELECTED COMMUNITY COUNCIL

The Franklin Heights Area Teacher Corps Community Council is the officially adopted name of the community council of the Ohio State University/South-Western City Schools Teacher Corps Project. The council is composed of nine members: one parent from each of the four elementary attendance areas, two parents who have had or currently have children in the Head Start program, two parents who have had or currently have children in Title I, and one non-parent. Seven of the members are women and two are men. There is one minority representative on the council who is Black. Three of the council members are employed full time outside the home: one is a teacher, another is a grocer, and the third is an aide to a state legislator.

All members of the council have children, including the "non-parent" whose child is three years old. As a group, council members have children in all of the project schools including the middle school and the high school. The majority of council members are PTA members who have been or are currently officers of one or more PTA's.

Although the attendance area of the project schools is characterized by a relatively high mobility rate, most council members have lived in the area for approximately 10 years. One member moved into the area within the last four years, another is a lifelong resident of 35 years. All members are involved in other community groups such as civic associations and churches, and several are active in various Scouting activities.

The election of the council chairperson was conducted during the first official meeting of the council. The meeting was initially led by the project director who brought the council up to date on project activities and outlined the tasks ahead for the council. After further remarks by the assistant project director and greetings from the school superintendent, the council began its work by deciding that the following officers were needed: a chairperson, a vice-chairperson, a secretary, and a treasurer. In

choosing a chairperson, the council quickly gravitated toward the one person in the group who had a legislative background, and he was elected unanimously. With the exception of the vice-chairperson, all officers were elected unanimously.

Two of the four officers work outside the home: the chairperson is a legislative aide; the vice-chairperson is a teacher. The chairperson is the only male officer. There is no minority representation among the first year officers.

CONCLUSIONS

Since no member of the Teacher Corps staff had had previous experience in conducting an election of this kind, some mistakes were made and many lessons were learned. If the election were repeated, there are three areas which the staff would handle differently: division of staff responsibilities, publicity, and logistics.

Regarding the division of staff responsibilities, the various components of the election (e.g., preparing the ballots and training the poll workers) should have been clearly assigned to an individual staff member. In this way duplication of efforts and confusion in the establishment of guidelines could have been avoided. The training of both student and adult poll workers should have been started sooner, and responsibilities should have been delineated more carefully.

As a result of the policy board's desire to keep the election low-keyed, the publicity effort was minimized too much. A greater effort should have been made to familiarize the area residents with the general thrust of the project and with the role of the community council. More publicity should have been done in conjunction with area churches and businesses since not all homes in the area received the free weekly newspaper and advertisement packet. Additional recommendations regarding publicity include the following: (1) the publicity should have contained a clear statement that an individual must vote at the polling place within the attendance area in which he/she resides, (2) the voter's guide should have been organized to reflect the ballot categories in which the candidates name would appear, (3) more information about the candidates as well as each candidate's picture should have been included in the voter's guide, and (4) sample ballots for each polling place should have been distributed prior to the election.

There are many logistical factors which could have been improved upon in conducting the community council election. The location of the polling place within each school varied; for example, at one school the polling table was located in the front hall while at another it was in a room isolated from the flow of traffic. Such variances may well have affected voter participation in the various schools. The staff also learned that it is not necessary to print enough ballots for all the eligible voters. A reasonable estimate of voter turn-out could have been determined, and the number of ballots printed should have corresponded to that estimate. An advance estimate should also have been obtained from the printer in terms

of cost and turn-around time, and an effort should have been made to use a printer who could have numbered the ballots. If the cost of numbering was too prohibitive, a more organized system for hand numbering should have been devised. Members of this Teacher Corps staff also feel that the setting of an October election date reflects a rather arbitrary decision. We believe that in our situation, it would have been advantageous in terms of time, planning, and voter turnout to have scheduled the community council election to coincide with the November general election.

SUMMARY

The Ohio State University/South-Western City Schools Teacher Corps Project serves an economically and socially diverse community located on the periphery of a large urban center. The main issue in the election of the community council focused on insuring fair representation of the diverse segments within the project community. The use of self-nomination through an election caucus facilitated the election of a representative council. The polling place method was chosen as the most appropriate vehicle for voting with high school government students and paid adults working at the polls. The profile of the council members reflects the diversity of the community and includes one member from each of the elementary school attendance areas, one non-parent, two members who currently or at any previous time had children in Head Start, and two members who currently or at any previous time had children in Title I.

CHAPTER

7

ENHANCING CULTURAL DIVERSITY: THE YOUNGSTOWN/ YOUNGSTOWN STATE UNIVERSITY CASE STUDY

Howard Pullman
Lee Peterson

The Youngstown State University Teacher Corps Project includes four target schools which serve both urban and rural populations. A large number of ethnic and cultural groups are represented in the attendance area, although Blacks and Hispanics make up more than 80 percent of the population. Most of the White population is found in the rural area while the Black and Hispanic populations are principally located in the urban area.

Because of the diversity in the four-school area, a broad pre-election information campaign was utilized. Contacts were made with community centers, agencies, service organizations, and schools. Nominations could be submitted by any group, and a total of 33 names were placed in nomination for the 20 positions on the community council. All of the informational fliers which were circulated included English and Spanish editions, and radio spots were given in both languages. Directions on the ballots were also given in both Spanish and English. The election itself was handled through mail ballots. The basis for receiving a ballot was established residency in the community; over 6,000 ballots with return envelopes were mailed. An election committee approved by the temporary community council planned and supervised the entire election process.

An outside agency was contracted to count the ballots and validate the election results. The agency certified 394 ballots which was approximately 6 percent of the total number mailed. This figure represents the largest number of votes cast in any of the six elections reported in the case studies. The local newspaper provided extensive coverage of the election results.

The Youngstown State University/Youngstown Public Schools Teacher Corps Project was funded as a result of the cooperative efforts of central office administrators, principals, teachers, parents, and university administrators and faculty. These groups jointly identified four basic areas of primary concern in the educational program of students in grades K through 12. These specified areas of concern then provided the basis for these four broad programmatic goals:

1. to plan, adapt and/or design, then implement a system for providing a personalized program of instruction for each student in the K through 12 feeder system
2. to plan, adapt and/or design, then implement a developmental reading program in grades K through 12 which will provide continuous instruction for each student at his/her own level (this will eventually be expanded to include other basic communication skills)
3. to plan, adapt and/or design, then implement a career awareness program for students in grades K through 12
4. to plan, adapt and/or design, then implement a program in multicultural education for students in grades K through 12

In conjunction with the four broad programmatic goals, the Youngstown Teacher Corps Project plans to develop and test a field-based urban education program for the training of preservice and inservice teachers and teacher aides. This training will concentrate on, but not be restricted to, the development of attitudes, skills, and knowledge required to successfully do the following:

1. Implement and manage a system of personalized instruction to include such areas as classroom management, mastery teaching, diagnostic/prescriptive instruction, counseling, and mainstreaming.
2. Teach communication skills with an emphasis on developmental reading and reading in the content areas.
3. Implement a program of career awareness and relate school-based educational experiences to potential occupational and leisure experiences.
4. Analyze, adapt, and develop all aspects of the educational experience so as to provide students with an education which is multicultural.

The development of both the programmatic and teacher training goals will be based on an integration of theory, research, local needs, and validated products and procedures. Successful implementation of the program should result in increased expectations for teachers as well as for students.

The Community

Youngstown is located in the northeastern part of Ohio, five miles from the Pennsylvania line, and midway between Cleveland and Pittsburgh. It is the center of the fourth largest steel-producing district in the

country. The population of Youngstown is approximately 150,000, although the inclusion of the entire Youngstown-Warren metropolitan area increases this number to roughly 550,000.

The Youngstown area has a history of ethnic diversity which has resulted in the development of many ethnic enclaves within the community. Although these enclaves have been breaking up in recent years resulting in few totally ethnic neighborhoods, specific ethnic groups still tend to be located within certain general vicinities. Of the more than 50 identifiable ethnic groups in the greater Youngstown area, 25 are large enough to have established religious organizations while numerous other smaller groups have established local social organizations. The International Institute, a national organization which assists people who have only recently arrived in the United States, also plays an active role in preserving the multiethnic nature of Youngstown and promoting intercultural awareness and understanding.

Youngstown is an industrial center with a variety of manufacturing concerns in and around the city. The success of much of the manufacturing, however, depends heavily on the health of the steel industry. Therefore, the closing of a major steel company during the past year with direct loss of 5,000 jobs and the loss of 10,000 related jobs is having a severe effect on the economic health of the community. Existing figures indicate that approximately 25 percent of the city's population receive an income below the poverty level, and the effects of the recent local economic problems on this figure are not yet known.

The Youngstown Public Schools

The Youngstown Public School System consists of twenty-four elementary schools, six junior high schools, six senior high schools, and one vocational center. Within the past four years, one junior high school and two elementary schools have been closed as a result of declining enrollment and a shifting school age population. A total of 18,000 students attend the Youngstown Public Schools: 9,000 students in grades K through 6; 3,000 students in grades 7 and 8; and 6,000 students in grades 9 through 12. The Choffin Vocational Center provides training for 1,000 of the system's juniors and seniors who elect to pursue a vocational career. The ethnic makeup of the entire student body is 50 percent Black, 45 percent White, 4 percent Hispanic (Puerto Rican), and 1 percent Asian American and Native American. Individual schools do not generally reflect this composition; schools with more than 80 percent White students or more than 80 percent minority students are the rule rather than the exception. Nevertheless, the Youngstown Public Schools were recently acquitted in an NAACP segregation suit.

There are 100 administrators and 900 faculty serving children in the Youngstown Public Schools. Minority employees who fill approximately 20 percent of these positions are equally distributed throughout the schools as a result of a court order pursuant to the aforementioned segregation suit.

The schools selected as those which would derive the greatest benefit from a cooperative effort with Teacher Corps are Haddow Elementary, Roosevelt Elementary, Lincoln Junior High, and East High. This feeder system serves approximately 2,500 students. The ethnic makeup of the total student body from the four schools is 67 percent Black, 17 percent Hispanic, 13 percent White, and 3 percent Asian American and Native American. Of the 3 percent in this final category, the majority are Arabic-speaking people who are relatively new to the community. [The central office has yet to change its categorization system and has chosen to label Middle Easterners as Asians.] This makeup is relatively constant across the four schools, except for the distribution of Hispanic students at Haddow Elementary, which has few such students, and at Roosevelt Elementary where almost 30 percent of the student body is Hispanic. Haddow Elementary is also unique among the four schools regarding the nature of its attendance area. Whereas the other three schools may be classified as inner-city schools, Haddow is located in a rural area and draws its students both from the city of Youngstown and from the rural township of Coitsville, a section of which is a part of the Youngstown Public School District.

The ethnic makeup of the faculty and administration of the four schools reflects that of the system as a whole. The principals at both secondary schools represent minority groups — Chinese and Puerto Rican; the principals at two elementary schools are White. All four principals are male. The following chart shows the distribution of the teachers and administrators as well as students in the four schools.

School	Administrators and teachers	Students
Haddow Elementary	18	346
Roosevelt Elementary	27	510
Lincoln Junior High	33	450
East High	61	930

Figure 1. Student/faculty distribution in project schools.

Youngstown State University

Youngstown State University had its beginning in 1888 with the establishment of the Youngstown Association School, sponsored by the Young Men's Christian Association. In 1908 the School of Law was founded, and in 1920 the school was empowered to grant the degree of Bachelor of Laws. After a number of changes in name and focus, Youngstown College first conferred the degree of Bachelor of Arts in 1930. In 1944 the YMCA transferred control of the institution to the Corporation of Youngstown College, and in 1955 the Corporation was rechartered as The Youngstown University. The university joined the Ohio System of higher education in 1967 as Youngstown State University and currently has eight

main units which offer courses of study leading to degrees. Approximately 16,500 students attend Youngstown State University on a full or part-time basis.

The School of Education includes 40 full-time faculty, 16 cross-appointed faculty, 14 part-time faculty, 25 graduate assistants, 12 secretaries, and 7 full-time appointments on federally funded projects. Of the total employed by the School of Education, four represent minority groups. The School of Education offers programs at the bachelor's and master's levels in elementary, secondary, and special education and at the master's level in administration and guidance and counseling. Programs are generally campus-based, but students most often choose to complete their field experiences in schools other than the Youngstown Public School System. Approximately 90 percent of the student teachers complete their training in schools with fewer than 10 percent minority students. At present, 2,000 undergraduate and 1,500 graduate students are enrolled in education courses.

The School of Education has been the base for two previous Teacher Corps Projects during Cycles IX and XI. The Cycle IX project concentrated on the training of 21 interns in three elementary schools and one junior high school in Youngstown. Project thrusts included reading, mathematics, and individualized instruction. The Cycle XI project concentrated on the training of inservice teachers in one senior high school in Youngstown. The project thrust was the design and implementation of a developmental, credit-bearing reading program for all students in the senior high schools, a goal which was accomplished through a Center for Extended Learning.

Teacher Corps staff have tended to carry over from one project to the next, although only two members of the Cycle IX staff remain on the Program '78 staff — the director and the LEA representative (former team leader). At no time have staff members been accorded faculty status, but some have been permitted to teach both regular and special courses for the School of Education. Conversely, no members of the School of Education faculty have been interested in a part-time appointment with Teacher Corps, although some have taught project-related courses as an overload.

Some Teacher Corps staff members have participated in other programmatic activities at Youngstown State University such as teaching in an experimental field-based program in secondary education, writing state-supported projects (Cooperative Regional In-Service Program), and evaluating federally-supported projects (Youngstown State University Project: Structuring Toward Realistic Educational Alternatives in Mahoning County). Participation in these projects is generally accompanied by loose commitments of in-kind services, although such services have rarely materialized.

PLANS FOR ELECTING THE COMMUNITY COUNCIL —

Proposal Statement

The proposal did not include specific plans for conducting the com-

munity council election, although the following general time lines were established: the formation of the temporary community council in July, the definition of the procedures in August, and the election of the community council representatives in September. This schedule was somewhat delayed due to several contingencies including the following:

1. A new superintendent was appointed on June 7 to assume office on August 1.
2. Principals were reassigned on June 23 (to become effective August 1) as a result of the NAACP segregation suit. Reassignment affected two of the four project schools.
3. Teachers were to be reassigned on August 25 to comply with the above court decision.
4. One community center which was to be represented on the temporary community council was without a director, and one director was on vacation.
5. The full Teacher Corps staff was not available until late in August.

Groups Involved in Planning

Because of the delay in the formation of the temporary community council, much of the preliminary planning was done by the Teacher Corps staff based on discussions with the local community council consultant, the Director of Instruction and the Superintendent of the Youngstown Public Schools, staff members from other Teacher Corps projects, and representatives from an agency which was later hired to certify the election results. In September the temporary community council was formed with the following representation: three parents selected by school administrators, five community people selected by directors from three community centers (Hanson Center, United Methodist Center, Organización Cívica y Cultural Hispana Americana), the Teacher Corps LEA representative, and the three Teacher Corps staff members. The participation of this large group was limited since most of the responsibility for planning the election was assumed by the election committee which was appointed during the first meeting of the temporary community council. The election committee was comprised of the Teacher Corps staff members, the LEA representative, and one of the community center representatives. This committee was also sanctioned by the policy board which has three voting members: the dean, the superintendent, and the chairperson of the temporary community council.

Calendar

Shortly after the election committee was given official sanction by the policy board, it met to establish a final calendar. The following calendar includes both events fixed at this first meeting and events scheduled during the ensuing six weeks. The shortage of time for completing the election plans necessitated strict adherence to the calendar.

September 21 Meet with University TV Center regarding radio and TV spots

September 21 Meet with University Relations regarding newspaper coverage of election

September 25	Write first radio spot
September 25	First draft of press release due
September 26	Second meeting of temporary community council
September 27	Final draft of press release due
September 27	Meet with Haddow Elementary faculty
September 28	Tape and deliver spots to radio station
September 28	Meet with Lincoln Jr. High faculty
September 29	Obtain street book for Youngstown Public Schools
October 2	Tape TV spots
October 2	Begin airing of first radio spot
October 3	Meet with East High faculty
October 4	Meet with Roosevelt Elementary faculty
October 5	Tape and deliver second radio spots
October 5	Deliver copy of flier to printer
October 9	Pick up fliers
October 10	Finalize list of candidates
October 11	Distribute fliers
October 11	Begin airing of TV spots
October 13	Deliver copy of ballot to printer
October 16	Pick up ballots
October 19	Mail ballots
October 27	Return date for ballots
October 31	Counting of ballots by Foster and Associates

Development of the Plan

Due to previously mentioned contingencies, the Teacher Corps staff was advised by central office personnel not to proceed with any plans which involved the superintendent, principals, or teachers until all changes had been implemented. Contact with parents was also discouraged, and contact with two of the three community centers was virtually impossible due to the unavailability of the directors. During brief, informal meetings the available staff decided that local parent-teacher groups and community centers should be asked to nominate candidates. No further plans were discussed until the first formal meeting of the complete staff and the local community council consultant on August 16.

At this meeting the community council consultant made four specific recommendations concerning the community council election:

1. Do not "play the numbers game" to insure ethnic diversity.
2. Include senior citizen representation.
3. Try to elect a relatively large number of council members to insure adequate attendance at meetings.
4. Extend the candidate-finding procedures to include other agencies, individuals, and the community-at-large.

Also discussed at this meeting were the relative merits and disadvantages of the mail ballot, the convention, and the polling-place methods of election.

The Teacher Corps staff continued to meet with various groups and individuals and to plan for the election despite the fact that the temporary community council had not yet convened. During this period it was decided that a council of 20 members would be elected and that candidates would be nominated through the community-at-large, senior citizens groups, the three community centers, and the four project schools. It was further decided that the mail ballot would be used for these reasons: (1) it would be difficult to set up and staff a sufficient number of polling places, (2) it was believed that both the convention and polling-place methods would produce few voters, especially from the rural attendance area, and (3) it was believed that a systematically non-representative group of voters would elect the council if the election were combined with other school or community center events.

Final plans for the community council election were made by the election committee and approved by the temporary community council. The following distribution of representatives on the council was decided upon:

1. two representatives from each of the four project schools
2. two representatives from each of the three community centers
3. four representatives from the community-at-large
4. two senior citizen representatives

THE ELECTION PROCESS

Nomination and Recruitment Procedures

Candidacy for the community council was open to any adult who lived in, worked in, or was associated as a volunteer with an agency located in the attendance area of the four project schools. Nominations were solicited from community centers, schools, and the community-at-large, and it was hoped that 50 names would be placed in nomination.

Each community center provided the Teacher Corps staff with a list of candidates through its advisory board and/or through its directors. Staff members contacted the candidates, explained the role of the council, and secured their acceptance of candidacy. Nominations for representatives from the four schools were obtained through principals, secretaries, teachers, and PTA members following various telephone contacts and meetings with faculties and administrators. Teacher Corps staff members contacted potential candidates to explain the function of the council and to secure their acceptance of candidacy. Senior citizens and community-at-large representatives were recommended to the Teacher Corps staff by individuals in the community as a result of personal contact or newspaper and radio publicity. These candidates were also contacted by phone.

Once the initial candidates' list had been determined, forms were sent to each nominee who had agreed to become a candidate. The form identified the group through which the candidate had been nominated and requested the candidate's signature on a statement of intent to serve if

elected. The deadline for nominations was October 10. At that time a list of 33 candidates was submitted for approval by the temporary community council.

Election Procedures

Since the election was to be conducted by means of the mail ballot, it was necessary to design a single ballot to be used by all voters. The ballot was first divided into three categories: (1) a community-at-large category with two sections, one for general representatives and one specifically for senior citizens; (2) a community center category with three sections, one for each center; and (3) a school category with four sections, one for each of the project schools. Categories were clearly labelled and directions for voting were given in both English and Spanish. The community-at-large and senior citizen category appeared first since all voters were to vote in both sections of this category. The community center category appeared next with instructions indicating that voters should vote for representatives from one community center of their choice. In the final category, candidates from the four schools were presented and voters were asked to vote for representatives only from those schools in which they had children enrolled.

Before finalizing the ballot, an attempt was made to equalize the number of candidates in each category. This was done by moving two candidates from other categories into the community-at-large category. Candidates were then given numbers and randomly assigned positions within their respective categories. Space was also provided for write-in candidates. After the ballots were printed, they were stamped with consecutive numbers from 1 to 6,800.

The next task to be addressed involved the identification of voters, a task made necessary by the decision to conduct the election by mail. The task of identifying all eligible voters residing in the attendance area of the four schools was deemed to be too time consuming to be practical. A compromise was reached whereby each residence in the attendance area would represent a voting unit. Although this method did not give one vote to each adult, it did guarantee that each household would have an opportunity to vote. A list of residences in the city of Youngstown was obtained by purchasing the Burks City Directory. This source was cross-referenced with the Youngstown Public Schools' Street Book to generate a list of addresses of area residents. The list was then updated by Stephen K. Foster and Associates, Inc. who later validated the election results. A residence list for the Township of Coitsville was also obtained from township trustees.

Envelopes addressed to "Resident" were typed by the Teacher Corps secretary with the assistance of several other employees of the School of Education. Each envelope was then stamped with a bulk rate stamp and with a stamp reading "Teacher Corps Community Council Ballot." One numbered ballot was placed in each envelope with a prepaid, return envelope also bearing the "Teacher Corps Community Council Ballot" stamp. Ballots were sorted by zip code and street, and the envelopes were bundled

and delivered to the Post Office on Thursday, October 19. A total of 6,525 ballots were sent.

Completed ballots began to arrive in the Teacher Corps office on Monday, October 22. These ballots were collected and delivered unopened to Stephen K. Foster and Associates, Inc. for counting. Since many ballots were marked incorrectly (particularly in the second category where many voters cast votes for candidates from all three of the community centers), it was necessary to establish a policy as to which ballots would be invalidated. It was decided that voters would be invalidated only if the voter marked more than the allowed number of candidates in a specific section (e.g., if the directions stated "vote for two," and the voter marked three choices). In such cases only the incorrect section was invalidated, not the entire ballot. Ballots were not invalidated if the voter voted in more than the specified number of sections within a given category.

On October 31 the list of winners was sent to the Teacher Corps office, and on November 1 a written election report was received from Foster and Associates. Of the 6,525 ballots sent out, 394 were returned for a return rate of slightly over 6 percent. However, the figure for the Township of Coitsville was below 3 percent. Ballots which were not deliverable due to vacancies or removal of residences were destroyed by the Post Office since they were sent by bulk rate. Thus the return rate based on ballots delivered is somewhat higher than 6 percent. The highest number of votes for any candidate was 268; the lowest number for a winning candidate was 93, and the lowest number of votes for any candidate was 49. The two write-in candidates received a total of three votes.

Several ballots were accompanied by notes explaining that the voter did not know any of the candidates. One writer included an extensive note commending us for our effort to obtain community involvement, while another threatened us with a lawsuit if we sent any more unsolicited mail and demanded to know where we had obtained the address.

Winners were contacted on November 1 both by telephone and by mail. Soon after this, unsuccessful candidates were sent letters thanking them for running and encouraging their further participation in community activities.

Information Dissemination

The first step in advertising the community council election was to draft a press release for newspapers. The article, which was written by the director of the University News Bureau and edited by the election committee and the Director of Instruction of the Youngstown Public Schools, described the Teacher Corps project and the community council election procedures. The article appeared in *The Youngstown Vindicator* on October 1 and in the campus newspaper on October 3.

On September 28 the first set of 30-second radio spots were taped at the Youngstown State University TV Center in both English and Spanish. The first spots began airing twice daily on October 2 and continued until October 10, the last day for candidate registration. The announcement

briefly described Teacher Corps, listed project schools, announced the election, and called for candidates. On October 5 the second set of radio spots were taped, again in both English and Spanish. This spot, which urged voters to look for the mail ballots and to vote, began airing on October 11 and continued through October 25. In addition to the purchased air time, the radio station agreed to give Teacher Corps as many public service announcement spots as possible. All of the time was purchased through a single radio station, the most popular in the project school attendance area, on the advice of the Director of the News Bureau.

On October 2 two tapes were made at the University TV Center for airing on the three local television stations. The tapes, both in English and Spanish, duplicated the second set of radio announcements with slides of the schools and speakers from the Teacher Corps staff. Tapes were distributed to the local stations and were aired between October 11 and October 25 as public service announcements.

The final pre-election publicity was in the form of an 8½ x 14 inch flier printed in English, Spanish, and Arabic which again informed people of the election and urged them to vote. A total of 2,290 fliers were distributed in the following manner:

1,000 to the project elementary schools to be posted and sent home with each student
155 to the project secondary schools and the vocational center to be posted
1,050 to the four Spanish language churches in the project school attendance area
40 to other churches in the attendance area to be posted
25 to Youngstown State University to be posted
20 to merchants in the two malls in the attendance area to be posted

Distribution was accomplished with the assistance of a student hired specifically to help with the community council election. This student hand delivered and posted the fliers in all cases except the 40 churches. A flier was sent to each minister with an accompanying letter which explained the election and requested that the flier be posted.

Because of the lack of time between obtaining the final list of candidates and the mailing of ballots, no attempt was made to obtain and distribute biographical sketches of the candidates. Lack of information about candidates surely influenced some potential voters not to return ballots.

On October 30 the Teacher Corps staff was contacted by *The Youngstown Vindicator* to inquire about the results of the community council election. They were told that results would be available late on October 31, and that we wanted to contact winners before releasing results to the media. Our next contact with the *Vindicator* resulted in a request to do a feature article on the local project, including announcement of election results. This article appeared on Sunday, November 12, the day before the first meeting of the permanent community council.

Election Costs

Below is an itemized list of costs incurred in electing a permanent community council.

Radio time		$ 493.00
Printing (6,800 ballots/2,500 fliers)		107.52
Envelopes		102.70
Rubber stamp and consecutive numbering stamp		34.82
Youngstown City Directory		106.50
Postage		245.12
Student Help		200.00
Certification of election		500.00
	TOTAL	$1,789.66

THE ELECTED COMMUNITY COUNCIL

The Youngstown Teacher Corps Community Council consists of 20 members who live and/or work on the east side of Youngstown. Sixteen of the members are Black and four are Hispanic; sixteen are women and four are men. The majority of the members are married and have children; three are senior citizens. More than half of the members have had some university course work, and most of the others are high school graduates. Although all of the members are actively involved in the community, most are not natives of the area — approximately 80 percent were born either in the southern part of the U.S. or in Puerto Rico. Church and community involvement of council members includes such things as Sunday School teaching, mission work, choir, Bible groups, PTA membership (including a president and vice-president), and union officers. The majority of the council members are employed; occupations include security officer, firefighter, community agency workers, community center director, assistant pastor/General Motors employee, and teachers. Two of the council members are former (Cycle IX) Teacher Corps interns.

During the first three meetings of the Youngstown Teacher Corps Community Council the following tasks were accomplished: (1) the election of a chairperson, (2) the writing of a rough draft and two revisions of the bylaws, and (3) the appointment of two council members to the Planning, Implementation, Evaluation, and Dissemination Committee (an 11-member working committee of the project). Community council members have also participated in two workshops, one a local workshop on project goals and activities designed to meet those goals and a second workshop with other projects on multicultural education. Scheduled for the fourth meeting of the council was a final vote on the bylaws and the election of the remaining officers.

CONCLUSIONS

Our experience in conducting the community council election taught us two major lessons, one concerning time and one concerning method.

Conducting an election takes a tremendous amount of time, and due to various circumstances we were not always able to use our time to the best advantage. The following suggestions may be helpful to others who are planning a similar election.

1. Establish a temporary community council while writing the proposal and stay in contact with the representatives until notification of funding.
2. Develop specific election plans while writing the proposal and establish an election committee prior to notification of funding.
3. Put election plans into effect immediately after notification of funding.

The decision concerning the method of electing the community council has a far-reaching effect on the remainder of the election process. We chose to use mail ballots; the choice was made after much deliberation and proved to be satisfactory in our situation. Some of the advantages and disadvantages of the mail ballot are listed below.

Advantages

1. The broadest degree of voter sampling is possible, especially over a large and diverse area.
2. Polling places are not necessary.
3. Community members may vote in the comfort and safety of their own home.
4. Voting can occur over a longer period of time.

Disadvantages

1. Getting a list of eligible voters is difficult.
2. Mailing ballots is time consuming and costly.
3. The voting procedure lasts longer and is not as neat.

SUMMARY

The Youngstown State University/Youngstown Public School Teacher Corps Project serves a unique project area encompassing both urban and rural areas as well as people of diverse cultural backgrounds. Representation on the community council was provided for schools, community centers, senior citizens, and the community-at-large in an attempt to reflect as much of this diversity as possible. The mail ballot method of voting was selected as the most practical considering the characteristics which existed in the Youngstown Project. It was further believed that the mail ballot would generate a more representative group of voters. Although this method involved added time and expense, staff members believe that the results have warranted the additional costs in time and money.

CHAPTER

8

ANALYSIS AND SUMMARY OF SIX COMMUNITY COUNCIL ELECTIONS: LESSONS LEARNED

William E. Patton

Increased public interest in community councils during the past decade has resulted in the establishment of many thousands of these groups throughout the United States. Some councils have been appointed; others have been elected. In addressing the latter category, the six case studies have dealt with site specific election procedures. This chapter reviews the case studies as a group and identifies a number of lessons learned from the elections.

Although each case study stands as a unique experience in individual communities, patterns emerged across the elections. These patterns are identified throughout the chapter as a result of a descriptive analysis of the elections. Distinct patterns for recruiting and nominating candidates are described. Systematic pre-election information needs are identifiable because of the descriptive analysis.

The identified patterns make it possible to state a number of lessons learned from the elections which will, in turn, help other community council election planners. This chapter, in reviewing the lessons learned from a sample of six case studies, does not deal with every contingency that could develop during the election process. It does, however, provide constructive guidelines that address many of the dimensions of a community council election.

Personnel associated with the six Program '78 Teacher Corps projects in the Midwest Network read the same information published in the *Federal Register* on February 23, 1978:

> A community-wide election must be held to elect a community council for the project within the three months after the date of the initial grant award (p. 7531).

Aside from specifying the date by which all elections should be completed, the federal guidelines governing the election of community councils provided limited direction for local staff members. However, the information needs of local projects were met through the provision of a technical document, *A Resource Guide for the Organization and Election of Community Councils* (Masla, Snowden, and Washington, 1978), developed at the Teacher Corps Recruitment and Community Technical Resource Center at Wayne State University in Detroit. In this document issues such as the following which are essential to the development of a comprehensive election plan were identified and discussed:

1. the size of the council
2. the method of electing council members
3. election procedures
4. eligibility of candidates
5. eligibility of voters
6. the development of an election calendar
7. the validation procedure for election results
8. the strategies for publicity and communication (p. 22).

The case studies reported in the second through the seventh chapters of this monograph provide details concerning the election process used at each of the six Program '78 project sites in the Midwest Network. In this chapter a descriptive analysis of the various processes used in conducting the community council elections is presented along with a summary of the lessons learned by those who were responsible for the planning. The analysis includes a review of each election procedure, a comparison of procedures, the identification of similarities and differences between projects, and a description of these similarities and differences. It is hoped that the learning experiences described in this chapter will be of assistance to other groups faced with the task of electing a community council.

Community and School Diversity

The six Teacher Corps projects described in this monograph are characterized by diversity both among the various projects and within individual projects. Settings range from urban, industrial areas such as Akron, Ohio, to smaller, rural areas such as Berlin, Wisconsin. Many races and cultures are represented within the various projects — Youngstown, Ohio has at least 50 identifiable ethnic groups, and Lorain, Ohio, is frequently referred to as the "International City" because of its rich blend of cultures. In Franklin Township, Ohio, where the South-Western School District is located, 40 percent of the population is Appalachian White. The Farming-

ton, Michigan, project is unique in that it is a youth advocacy project which deals not only with public school children but also with children in residential, youth-serving agencies.

The target schools tells us much about the project communities for they are microcosms of the communities which they serve. Figure 1 provides an overview of the target schools associated with the six projects.

District	Racial Composition	Elementary Schools	Middle/Junior High Schools	High Schools	Total Faculty
Akron	W/B*	2	1	1	200
Berlin	W/H	4	1	1	89
Farmington	W/B	4	1	1 (2)	200
Lorain	W/H/B	1	1	1	165
South-Western	W/B	4	1	1	294
Youngstown	B/H/W	2	1	1	139
*Black (B), Hispanic (H), White (W) — Highest percentage first					

Figure 1. Profile of target schools.

Blacks, Hispanics, and Whites are the three major racial groups represented in the target schools. The most commonly spoken language other than English is Spanish. The focus of Teacher Corps on funding Title I schools is an indicator of the general socio-economic level of the communities served by the target schools. Because of the diversity among the various projects, it is readily apparent that no single prescribed set of procedures would be adequate in meeting the needs of every Teacher Corps project.

In the pages that follow, the various steps involved in electing a community council are reviewed. The local contingencies are analyzed, and the lessons learned from the interaction of site, election, and contingency are summarized.

Planning the Election

The proposals written to gain funding from Teacher Corps included few specific election plans and, in most cases, no reference to procedural matters related to the election. This lack of specificity in the proposals was justified by two conditions often related to the proposal-writing process. First, the level of involvement required from community members in developing specific election activities is extensive, and getting people to commit large amounts of time without knowing whether funding will follow is not a good use of human resources. Second, too much planning can heighten expectations. Although university and school district personnel are familiar with the feelings that stem from unsuccessful fund seeking, community persons frequently are not, and negative feelings toward the schools can result.

Once the need for an elected community council had been established as a result of funding, project personnel began implementing various

planning activities. General information meetings were held in schools and/or community agencies. Members of the temporary councils which had been active in developing the proposals were contacted, although the extent to which these council members were involved varied from one project to another. One project was unable to reconvene its temporary council and, as a result, the staff developed the plans. In another project only the chairperson of the temporary council worked with the staff in developing election plans. Two projects had formal election committees made up of community members. Another project formed and used an interim council which met five times to oversee the development of election plans. If a temporary council existed during the planning year, then its role was one of approving project plans for the election.

The amount of time available for planning, implementing, and completing the elections was considered short by project staffs. Few plans had been made prior to the week of August 7, 1978, when the National Teacher Corps Conference was held. Despite the perceived shortage of time, however, all activities, from planning to validating the election results, were completed within ten to twelve weeks. One project had elected the permanent community council six weeks (by September 28, 1978) following the National Conference. Another did not have a certified group of elected council members until October 31, 1978. All six projects elected their community councils within the time frame specified by the national Teacher Corps office in Washington, D.C.

Recruitment and Nomination Procedures

Among the most difficult activities to plan in the overall election process were those related to the recruitment and nomination of candidates for positions on the community councils. Questions of representativeness on the basis of attendance areas, racial composition, and/or sex were raised in each project. The procedures that developed in the six projects followed four basic patterns: (1) nomination petition; (2) personal contact; (3) nomination ballot; and (4) nomination caucus.

Nomination petition. The projects in which the nomination petition were used made the petitions available to all community residents over the age of 18. In one project candidates also had to be residents of the district for at least ten days prior to the election. Citizens were required to secure the signatures of a specified number of persons (ten in one project and fifteen in another).

Personal contact. The least formal of the recruitment and nomination procedures was the personal contact mode. Its informality, however, provided the greatest flexibility in recruiting candidates. School and agency leaders were asked to suggest potential candidates as well as the PTA leadership, school board members, and temporary council members. When a name was suggested, that person was contacted by telephone. When persons agreed to serve as candidates, a letter of consent was sent to secure the candidates' approval for having their names placed on the ballot.

Nomination ballot. The unique nature of the youth advocacy project made it necessary to nominate candidates by school and agency site. The

parents of students in the two youth-serving agencies were not necessarily residents of the community or the public school attendance areas. Persons were nominated at each site, and a separate election was held in each school and agency to provide equal representation on the community council.

Nomination caucus. A single, project-wide caucus was held in one of the projects to nominate candidates for the community council. Extensive publicity preceded the caucus meeting to generate community interest and participation. A total of 15 persons placed their names in nomination during the caucus. After the list of candidates was prepared, individual nominees were assigned to specific categories on the ballot such as at-large and elementary school attendance area.

The success of the four recruitment and nomination strategies is reflected in the number of candidates available for positions on councils. For example, one project had 33 candidates for 20 positions while another had 15 for nine positions. The most important aspect of this procedure appears to be getting into the community — contacting its leaders and circulating information to parents and citizens.

Voting Procedures

While having a list of candidates is an essential part of an election, it obviously does not insure the success of the election process. The many details involved in the election itself had to be carefully planned. Who would the poll workers be? How would voters be registered? When should the election be held? These and other questions had to be answered by the elections' planners.

An early question dealt with the way the election should be conducted. Five projects decided to use polling places while one project conducted its election using mail ballots. Among the projects using polling places, four of the five had multiple sites. Schools served as locations for voting in all cases. Two projects followed established procedures for regular elections in the district by opening the polls in the morning and closing them in the evening. Other sites opened the polling places for limited periods during the evening. In all five elections voters were required to register. Poll workers included regular election workers at one site, high school students from a U.S. government class at another, and Teacher Corps staff members at a third. Special equipment was constructed for one project's election while another went through the county election board and used regular booths and ballot boxes.

The administrator in each building made the decision regarding the location of polling places within the schools. The voting places were close to the main traffic patterns in some cases while in others they were quite isolated. The location of the polling place was deemed to be an important aspect of the election procedure, particularly when voting was conducted in conjunction with another school activity.

Another important consideration in terms of voting procedures was the ballot. In most cases names were randomly assigned or rotated. Absentee ballots were made available by one project. In another project the

signature of the chief and assistant ballot clerks were required on its commercially printed ballots. Numbered ballots were used by two projects. The mail ballots had directions printed in English and Spanish. In one project Spanish interpreters were available for those voters who wished to use them. In all projects a formal validation procedure was employed. One project used an external agency to validate their results. Others used members of the community such as election workers or members of the PTA.

The number of votes cast during the first community council election conducted by the Midwest Network's Program '78 projects ranged from 74 to 394. The participation by community residents was encouraging when one considers the limited time frame, the expense of extensive media campaigns, and the developing experience and skill of election planners. Despite the frustrations involved, each project now has a functioning community council that generally reflects the community which it serves.

Selection of Officers

In addition to conducting the election, planners had to deal with the question of selecting officers for the newly elected councils. The procedures used ranged from formal nominations to the drawing of lots. Voting was employed in four projects for the final selection of officers. One project had candidates prepare position statements which were circulated prior to the meeting at which the officers were elected. Officers of the six community councils include chairs, co-chairs, vice-chairs, secretaries, and treasurers in varying combinations.

The voting for both council members and officers resulted in ties. While this situation may have been informally discussed during the planning of voting procedures, few of the projects had agreed upon plans for dealing with a tie. Three of the six projects had ties for positions on the community council. One project had a tie for the chair of the council when officers were elected. Ties were resolved in two of the four situations when one of the candidates dropped out. Drawing by lot solved the third tie, and co-chair positions were created to deal with the fourth tie. If a candidate had not dropped out in one situation, the toss of a coin had been decided upon as the strategy for resolution. There seems no doubt that procedures for dealing with ties should be developed by the planning group in community council elections.

Election Information

Given the limited time available for planning, implementing, and validating the election, it is to the credit of the local Teacher Corps staffs and the information they developed that voter response was as high as it was. There could have been no elections without the various information circulated by the national Teacher Corps office, the Midwest Recruitment and Community Technical Resource Center at Wayne State University, and the individual projects. The most extensive information was developed and circulated prior to the elections. In addition to the pre-election

information, the dissemination of community council information occurred during the election itself and after the election was completed. Election information can be analyzed in relation to these pre-, mid-, and post-election time settings.

Pre-election setting. Local newspapers served an important function before the election in three categories. First, editorials were written shortly after funding which provided various perspectives on Teacher Corps. Second, feature articles were printed regarding the projects generally and the elections specifically. Finally, advertising space was purchased by some of the projects. Teacher Corps fact sheets, fliers, posters, and letters to parents were also used to disseminate information. In several projects pre-election information was printed in more than one language. (This included English, Spanish, and in one project Arabic.) One project held a press conference while another used television spots. Pre-election information emphasized the rationale for the election, the location and date(s) of the election, and limited information on the projects themselves.

Mid-election setting. The most valuable information provided during the election was the biographical sketches of candidates. Three projects used or mentioned the value of using information on the candidates. One project prepared a large poster with information on each candidate for each election site; informal observation indicated that a high percentage of the voters consulted the poster before voting. The sketches had been approved by the candidates prior to the election. A second type of information used during the election in one project was a slide show. The display drew voter attention and presented familiar faces and settings.

Post-election setting. Election results were communicated in many ways. Initially, successful candidates were contacted by telephone and/or letter. Press releases were distributed. One project, in which the election was used as a learning experience for high school and college students, had the results of its election covered in a television interview. The Project newsletters were the most popular vehicle for communicating election results.

Election Costs

The total cost of electing community councils in the six projects ranged from as low as $91.00 to as high as $1,790.00. Costs incurred in the election process included items such as printing, advertising, supplies, postage, election workers, etc. The most expensive election was the one in which mail ballots were used; the least expensive was one in which no paid advertising was used.

The costs identified in the case studies do not include the time of local staffs in the planning and conducting of the election. However, these cost items would be considered if cost-benefit analysis procedures were employed.

Lessons Learned

The second purpose of this chapter is to identify the lessons learned from the analysis of the six projects. A brief narrative will accompany each lesson to guide community council election planners.

Lesson 1—A permanent group in the community should be identified when the initial planning of the community council election is implemented. Temporary community councils, their leaders and members, are effective groups for the planning of general programs to benefit community schools. In areas with highly mobile and/or migratory populations, a more permanent group is needed to assist in planning, implementing, and validating an election. To achieve a group with a more permanent identity, it may be necessary to designate positions rather than individuals; for example, the planning group might be comprised of representatives from community agencies, service groups, the PTA, etc.

Lesson 2—The procedures established in school districts for conducting elections can serve as models in electing community councils. Schools often serve as sites for local, state, and national elections. The experiences of principals and custodians at the building level can be invaluable. Election planners should interview these people for helpful suggestions. School boards may have approved policy governing the use of buildings as election sites.

Lesson 3—Equitable representation on the basis of project school attendance areas should be one of the criteria used in recruiting candidates. Elementary school attendance areas serve as the foundation for feeder systems to middle/junior high schools and high schools in most school systems. Using these attendance areas to provide a patterned system for recruiting candidates can help assure representation from the various areas of a community or district.

Lesson 4—An efficient method for recruiting voters is to hold the election in conjunction with other school events. Voter participation was limited in the elections where the only reason for coming to the polling place was the election itself. In those elections where potential voters were already present because of another event such as open house, larger numbers of votes were cast for the community council candidates. Non-parent voters, however, may not be represented in the same proportion as they exist in the community when the elections are held in conjunction with school-related events.

Lesson 5—Election planners need to identify procedures for recruiting non-parent members of the community as voters when polling sites are used. Although actual data are not available on the ratio of parent to non-parent voters in the elections, the observations of Teacher Corps staff persons would confirm the high proportion of the former to the latter. Transportation for elderly members of the community might be considered. More active notification of community agencies such as community centers and churches might also provide greater non-parent participation.

Lesson 6—A clearly identified process for certifying the results of an election avoids challenges of the results and the persons elected. Six elections were held without a single challenge from the communities or schools concerning the election results. The project which used mail ballots had employed an outside agency to count the ballots and certify the election results. Those projects using polling places had identified persons and procedures for validating voters, ballots, and the results. All informa-

tion regarding procedures and persons involved in the certification process should be made public.

Lesson 7—Although mail ballots provided broader contacts with the community, they do not produce significantly larger voter response than voting procedures which use polling places. The use of mail ballots in the election of a community council may result in a better ratio of non-parent to parent voters. However, the cost of sending a ballot to every eligible voter or household in a community with return postage paid may be greater than the actual benefits in larger votes cast. More creativity needs to be shown by election planners in the use of mail ballots and polling places to increase the total number of voters.

Lesson 8—Specific strategies need to be planned that will provide candidate information to voters before and during the election. A number of candidates for community councils, if nomination and recruitment procedures have produced a representative sample of the community, will not be known to voters. A PTA president in one school may be unknown to voters at another school in the same system. Biographical sketches of candidates can be circulated with pre-election information. They can also be made available to voters with mail ballots or at polling places.

Lesson 9—City or county officials in charge of elections should be contacted for assistance in conducting community council elections. Assistance was provided to several projects by official election officers. When regular ballot boxes and voting booths are provided, voters place more importance on the election itself. The official signatures of clerks on the ballots are also helpful. Many election officers are professionals with insights that can be helpful to the election planners concerning election procedures and legalities which might easily be missed by a layperson.

Lesson 10—Information should be prepared in the appropriate languages for those communities with non-English speaking populations. The relatively small sample represented in the six case studies discussed in this monograph had three communities with non-English speaking citizens. Election information at all stages — before, during, and after the election — must be prepared in the appropriate languages. Specific plans also need to be developed concerning the distribution of the information to enhance the likelihood that these groups will participate in the election process.

Lesson 11—Procedures for dealing with ties in the voting should be developed prior to the election. Ties in community council elections occur frequently. This situation develops, in part, because of the small number of voters; some candidates are elected to represent a single school or area within the community. The fewer the number of votes, the greater the likelihood that ties will occur. Plans may be formal, such as a second election to break the tie, or informal, such as the toss of a coin. What is of greatest importance, however, is seeing that a plan is developed before the election is held.

Lesson 12—Election winners and losers should be contacted soon after the election to notify them of the outcome. The winners in community council elections are usually contacted after an election to notify

them of their victory and to pass along information regarding the first meeting and so forth. Losers, however, can be "lost" in the aftermath of the election. Candidates for community council elections are usually leaders in their community, and even though a person lost an election for a specific position on a council, the support of that leader is important. Therefore, contacts with the losers of an election should be planned as carefully as contacts with the winners.

Lesson 13—Election planners should check local, state, and federal provisions governing elections to avoid violating a voter's rights. Too often the recruitment of candidates, the election procedures, and the information about the election dominate planners' thoughts. Voters themselves should also be central in the planners' minds. The United States has established very clear election laws governing the selection of candidates at all levels. The election is a political process as well as an educational process, and the legal dimensions of the election must not be ignored.

Conclusion

The idiosyncracies of the six projects have created a unique election profile for each. Despite these individual differences, however, an analysis of the projects has revealed patterns across the six sites. From these similarities and differences a number of lessons have been identified. Community council election planners can use the individual case studies and the lessons learned to strengthen the procedures used in their local elections. Carefully planned and implemented community council elections are important in the collaborative functioning of local, state, and federal programs.

REFERENCE

Masla, J. A., Snowden, T. J., & Washington, A. K. *A resource guide for the organization and election of community councils.* Detroit, Michigan: The Teacher Corps Recruitment and Community Technical Resource Centers, June 1978.

Midwest Teacher Corps Network

John F. Brown
Executive Secretary

Judith McKibben
Administrative Assistant

Roger Johanson
Documentor

Margaret Wiesender
Program Specialist
U.S. Office of Education,
Teacher Corps

William L. Smith, Director
U.S. Office of Education
Teacher Corps

BOARD OF DIRECTORS

Leo W. Anglin
Kent State University

Charles O. Cox, Sr.
Baldwin-Wallace College

Evelyn B. Freeman
Ohio State University

Sallie Gregory
Dayton Public Schools/
Miami University

Richard R. Hammes
University of Wisconsin-Oshkosh

Al Hanner
St. Paul Public Schools/
University of Minnesota

Richard Harring
Western Michigan University

Jack Kean
University of Wisconsin-Madison

Jacqueline Lougheed
Oakland University

John Norwood
Union Graduate School

Lee T. Peterson
Youngstown State University

Rita Richey
Wayne State University

Donald Sutter
Ashland College

Minnie L. Wheeler
Lansing Public Schools/
Michigan State University